Ontario

Performance

Program

HANDBOOK

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Ontario

Municipal *Performance* Measurement Program

Issued by
Ministry of Municipal Affairs and Housing
January 2001

Please be advised that this handbook is an advisory guide, as is the disk. Both provide information for reporting municipal performance measures only. They may not account for particular or local facts or circumstances, and the handbook reflects laws and practices that are subject to change. Accordingly, neither product should be relied on as a substitute for legal or professional advice, and the user is responsible for how the handbook and disk may be used or applied. The formal requirements of the program are set out in a minister's letter with attachments made under Section 83.1 of the *Municipal Act*.

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Contents

Part 1
The Municipal Performance Measurement Program

I. Introduction to Performance Measurement 2

II. What Is the Municipal Performance Measurement Program? 6

III. Making Sense of Performance Measurement Information 14

Part 2
Developing Customized Performance Measures and Benefits for Municipalities

I. How to Develop Customized Performance Measures 19

II. Benefits of Performance Measurement for Municipalities 24

Contacts 25

Part 1 — The Municipal Performance Measurement Program

Performance measurement is one of the tools used to assess how well an organization performs when providing goods and services. Performance measurement:

- **Creates measures or indicators of the efficiency and effectiveness of public services;**
- **Produces information that municipalities can use to make decisions to improve local services;**
- **Strengthens municipal accountability to taxpayers;**
- **Monitors ongoing performance to assist in planning for the future of communities; and**
- **Evaluates past performance and allows municipalities to share best practices.**

Beginning in 2001, Ontario municipalities will participate in an exciting new program of performance measurement — the first comprehensive program of its kind in North America. Specifically, municipalities will be required to provide the Ministry of Municipal Affairs and Housing with performance measurement information, starting with 2000 data, and to report the results of their performances to taxpayers.

This handbook and the included disk are meant to provide municipalities with information about the program. Part 1 of the handbook explains the concept of performance measurement and describes the steps municipalities can take to implement the Municipal Performance Measurement Program. Part 2 details how municipalities can further develop their own comprehensive performance measurement systems.

1. Introduction to Performance Measurement

During the winter each year from 1985 to 1993, the Regional Municipality of Ottawa-Carleton experienced frost penetration that averaged 180 centimetres and handled about 200 frozen water services (frozen water in the pipes, which cuts off the water flow). But in 1993-94, the weather was extremely cold. Frost penetrated to almost 200 centimetres, and the region reported 2,344 frozen services. The water supply to thousands of citizens — one of them the prime minister — was disrupted. To thaw the frozen services, the region incurred almost $2.2 million in unanticipated spending and issued 7,000 notices to run water to prevent further frozen services. That resulted in significant revenue loss.

In response, the region developed a **performance measurement and monitoring system**, which measured the occurrence of frozen services, the occurrence of run-water notices, the cost of thawing frozen services, revenue loss, population affected, etc. This system allowed the region to predict when and where frozen services would occur. This prediction, in turn, allowed the region to give its citizens selective warnings to run water. It also enabled the region to

prioritize its capital program for replacing water pipes.

The region experienced another severe winter in 1995-96. Thanks largely to its performance measurements, only 94 frozen services occurred that year, and the region issued just 1,500 notices to run water. The bottom line is that cost was reduced, revenue loss was avoided and service was maintained to citizens. Performance measurement and monitoring had done its job.

The goals for governments, on behalf of taxpayers, should always be the best and safest services, at the most efficient cost, with clear accountability. One way to ensure these goals is through the use of performance measurement.

Why is Performance Measurement Important for Municipalities?

Municipal decision-makers want to be effective and deliver value for services. Taxpayers need to know how their tax dollars are spent and how their services compare both year to year and in relation to others. Governments choose to use performance measurement for four main reasons:

Figure 1: Benefits of Performance Measurement

1. Measurement helps improve performance. Sports teams track scores and important performance statistics to make the changes they need to win. People who own RRSPs follow how their portfolios are performing and adjust their investments to ensure adequate retirement income. Businesses monitor costs, production, customer satisfaction and profit to stay in business, earn reasonable rates of return and report results to their shareholders. It is the same in government. Government programs exist to provide services and improve quality of life. Performance measurement identifies ways for municipalities to provide high-quality, effective and efficient services.

2. Performance measurement strengthens accountability. Government today is very complex, so it is important that elected officials and public servants inform citizens about what the government plans to achieve, what it is actually accomplishing and what public services cost. With this information, citizens can make informed decisions about the level of services they desire. This notion of accountability is fundamental to our form of government.

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Measuring performance and setting targets effectively establishes a contract between municipal staff and council, under which all parties develop a clearer understanding of what the expected results or standards are for each service area. The result is a shared accountability framework between staff and council, which benefits everyone. It helps focus council's decision-making and helps municipal staff understand the level and type of service delivery required.

For the most part, municipalities already serve their citizens well, and that is something the public has a right to know. Performance measurement will demonstrate to taxpayers how they are being served and the value they are receiving for their tax dollars.

3. Performance measurement stimulates productivity and creativity. Performance measures can be used to create new incentives and rewards to stimulate staff creativity and productivity. A growing number of municipalities have pursued this approach, including Pittsburgh Township, Ajax, Owen Sound and Brampton. In fact, many municipalities have been able to cut costs while maintaining or even improving service because they implemented the creative ideas of staff directly involved in service delivery.

4. Performance measurement improves budget processes. Performance measures can help municipalities develop budgets that are based on realistic costs and benefits, not just historical patterns. Performance measurement can also improve the monitoring of municipal budgets by measuring whether the budget and expected service levels are being met.

Performance Measurement in Action

Every country in the Organization for Economic Co-operation and Development has a policy at the national level supporting performance measurement. In

the United States, the federal government and more than 30 states have legislated performance measurement for their departments and agencies. In Canada, the federal government, eight provinces and two territories have formal systems of performance measurement. Ontario is one of the leaders in this area.

In the municipal sector, there are many examples of commitment to performance measurement. The municipalities of Calgary and Winnipeg in Canada, and Seattle and Sunnyvale in the United States, are well known for having adopted performance measurement systems. Smaller municipalities are also developing or have implemented performance measurement systems, including Maple Ridge in British Columbia, Grande Prairie in Alberta, Walnut Creek in California and Burnsville in Minnesota.

In Ontario, the regional municipalities of York, Peel and Ottawa-Carleton are developing or using performance measurement, as are Toronto, Thunder Bay, Guelph and Burlington. Many other Ontario municipalities already use elements of performance measurement by measuring work volume and the cost of maintaining services such as roads, water, sewers and parks. More than 100 municipalities, including Thunder Bay and Calgary, are participating in a municipal performance measurement program offered by the International City/County Management Association. These municipalities share their performance-measurement results with each other annually.

Smaller municipalities in rural and northern Ontario are also involved in, or exploring, opportunities for using performance measurement in their operations. Many municipalities include reviews or assessments of their results in their budget planning processes.

Several Ontario municipalities share comparative performance data among themselves. In addition, a group of chief administrative officers is leading a study to develop a detailed model to benchmark municipal performance for specific municipal services such as land ambulance and roads. Municipal associations such as the Ontario Good Roads Association have also been very active in promoting the use of performance measurement as a management tool.

The provincial government has made performance measurement a very high priority. Government ministries and agencies are required to develop and report performance measures showing planned and actual results as part of the annual business planning cycle. The provincial

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Tel.: (416) 362-5211
Toll Free: 1-800-387-2689
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government has worked with other parts of the public sector, such as school boards, hospitals and local housing authorities, to implement performance measurement.

For the first year of this program, all Ontario municipalities will be required to:

- **Assemble 2000 data required for the 35 performance measures listed on pages 8 to 10.**
- **Submit the data on the 2000 financial information return by April 30, 2001; and**
- **Report performance measurement results to taxpayers by June 30, 2001.**

II. What Is the Municipal Performance Measurement Program?

The Municipal Performance Measurement Program requires Ontario municipalities to measure and report to taxpayers on their performances in service delivery. This program will initially consist of 35 performance measures, at a broad level, in nine core municipal service areas. (See charts on pages 8 to 10.) It initiates a dynamic process of defining and refining measures that are relevant to municipalities and the public. And it will benefit from the improvements, refinements and additions that municipalities and others will make over time.

This program's performance measures address both the efficiency and effectiveness of municipal services. The services selected:

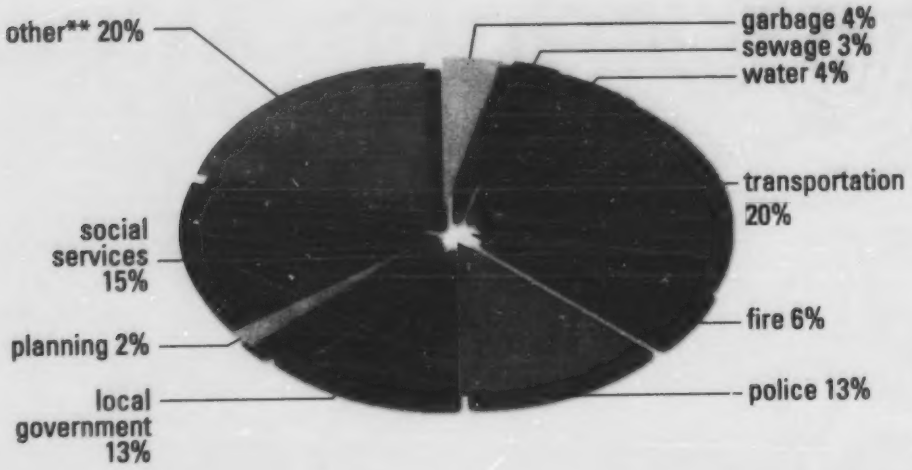
- Reflect major costs for municipalities;
- Reflect areas of provincial-municipal interests;
- Reflect high interest and value to the public;
- Have data that are relatively easy to collect; and
- Fall under municipal responsibility.

This program is the beginning of a dynamic process. With input from municipalities and others, we will make improvements, refinements and additions over time.

From 1997 to 2000, 55 Ontario municipalities participated in a study testing the feasibility of collecting performance data for several efficiency and effectiveness measures they had developed. The measures for the Municipal Performance Measurement Program are largely derived from this exercise. They are also similar to many of those used in the project led by the International City/County Management Association and to ones developed by other Ontario associations.

The charts on pages 8 to 10 summarize the performance measures for each service area, explain which aspects of efficiency or effectiveness the measures address and briefly define the measures. The disk appended to the back of this handbook contains detailed definitions for each performance measure listed on the charts. These definitions provide the necessary guidance for compiling the performance measurement data. They give you the exact information required to assemble

Figure 2: Municipal Expenditures for the Nine Core Service Areas*



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** Service areas not represented in the Municipal Performance Measurement Program

both the numerator and the denominator for each performance measure, the formula used to calculate each measure and, in some cases, an indication of where the data reside. Similar information is included in the instructions guide that accompanies the ministry's financial information return (FIR).

Program Requirements for Municipalities

The performance measures chosen for 2000 are indicators of a municipality's performances in selected core service areas. The measures may not fully represent every activity associated with each of these service areas. Over time, and with feedback from municipalities and others, the province expects to add measures to reflect the full range of activities associated with each municipal service. Other service areas may also be added.

Detailed definitions for each of the performance measures are contained on the disk included in this handbook. These definitions are critical to standardizing how municipalities collect and input the data required to calculate the performance measures. Where possible, existing definitions in the FIR will be used to calculate the performance measures. All data collected by municipalities for 2000 performance measures will be based on 2000 data (January 1 to December 31, 2000) unless otherwise stated.

Efficiency refers to measures of the amount of resources used to produce a given amount of service. Efficiency measures are normally expressed as unit costs — the operating costs per ton of garbage recycled, for example.

Effectiveness refers to the extent to which a service is achieving its intended results. It focuses on the outcome of a service or program in terms of the quality of service and the benefits a service delivers to taxpayers or the impact the service has on quality of life in a community. The percentage of garbage that is recycled is one example.

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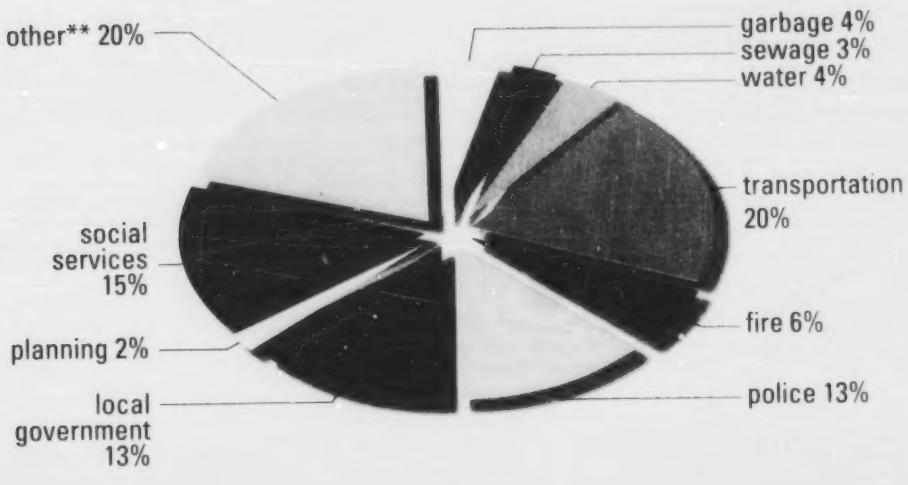

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Summary of Year 2000 Municipal Performance Measures

Service Areas and Measures	Intended Results	Definitions
Garbage (Solid Waste Management)		
Operating costs for waste collection	*Efficiency* of municipal waste collection services	Operating costs for waste collection per ton or per household (if tonnage information is not available)*
Operating costs for waste disposal	*Efficiency* of municipal waste disposal services	Operating costs for waste disposal per ton or per household (if tonnage information is not available)*
Operating costs for recycling	*Efficiency* of municipal waste recycling services	Operating costs for recycling per ton or per household (if tonnage information is not available)*
Test results	*Effectiveness:* municipal solid-waste services do not have an adverse effect on environment	Test results for solid-waste disposal sites
Complaints concerning the collection of garbage and recycling	*Effectiveness:* municipal solid waste services meet household needs	Number of complaints concerning the collection of garbage and recycling per ton or per 1,000 households (if tonnage information is not available)
Waste diversion rate (a)	*Effectiveness:* municipal waste-reduction programs divert waste from landfills and/or incineration	Percentage of residential solid waste diverted for recycling and tons of solid waste recycled
Waste diversion rate (b)	*Effectiveness:* municipal waste-reduction programs divert waste from landfills and/or incineration	Percentage of industrial, commercial and institutional solid waste diverted for recycling and tons of solid waste recycled
Sewage		
Operating costs for collection	*Efficiency* of municipal sewage and stormwater collection	Operating costs for collection of sewage and stormwater per kilometre of sewer line
Operating costs for treatment and disposal	*Efficiency* of municipal sewage treatment and disposal services	Operating costs for treatment and disposal of sewage and stormwater per cubic metre treated
Sewer-main backups	*Effectiveness:* municipal sewage-management practices prevent environmental and human health hazards	Number of sewer-main backups per kilometre of sewer line
Test results	*Effectiveness:* municipal sewage-management practices prevent environmental and human health hazards	Test results for sewage treatment operations
Untreated sewage released	*Effectiveness:* municipal sewage-management practices prevent environmental and health hazards	Number of hours when untreated or partially treated human sewage was released into a lake or natural water course

* A municipality providing information under these items shall provide the information on a per household basis only if the information is not available on a per ton basis.

Summary of Year 2000 Municipal Performance Measures (cont.)

Service Areas and Measures	Intended Results	Definitions
Water		
Operating costs for water treatment	*Efficiency* of municipal water-treatment services	Operating costs for water treatment per million litres of water treated
Operating costs for water distribution	*Efficiency* of municipal water-distribution services	Operating costs for water distribution per kilometre of distribution pipe
Approximate water loss	*Effectiveness:* minimize water loss	Percentage of water produced that is not billed
Test results	*Effectiveness:* water is safe and meets local needs	Test results for water-treatment plants and distribution systems
Water leaks	*Effectiveness:* water is safe and meets local needs	Number of breaks in water mains per kilometre of water pipe
Boil-water advisories	*Effectiveness:* water is safe and meets local needs	Number of days when a boil-water advisory issued by the medical officer of health and applicable to a municipal water supply was in effect
Transportation		
Operating costs for paved roads	*Efficiency* of municipal paved (hard top) road maintenance services	Operating costs for paved roads per lane kilometre
Adequacy of roads	*Effectiveness:* safe and secure roads	Percentage of paved-lane kilometres of roads rated adequate
Operating costs for unpaved roads	*Efficiency* of municipal unpaved road maintenance services	Operating costs for unpaved roads per lane kilometre
Operating costs for winter control of roadways	*Efficiency* of municipal winter road maintenance services of roadways	Operating costs for winter control maintenance of roadways per lane kilometre
Effective snow and ice control for winter roads	*Effectiveness:* safe and secure roads	Percentage of winter-event responses that meet or exceed municipal road-maintenance standards
Conventional transit ridership per capita	*Effectiveness:* maximum utilization of transit services	Number of conventional transit passenger trips per person in service area
Operating costs for conventional transit	*Efficiency* of municipal conventional transit services	Operating cost for conventional transit per regular-service passenger trip
Fire		
Operating costs for fire services	*Efficiency* of municipal fire services	Operating costs for fire services per $1,000 of assessment
Fire loss	*Effectiveness:* minimize loss of property due to fires	Total dollar loss due to structural fires, averaged over three years, per $1,000 of assessment

Summary of Year 2000 Municipal Performance Measures (cont.)

Service Areas and Measures	Intended Results	Definitions
Police		
Operating cost for police services	*Efficiency* of municipal police services	Operating costs for police services per $1,000 of assessment
Cases cleared	*Effectiveness:* safe communities	Percentage of cases cleared for each of the following Statistics Canada categories: violent crimes, property crimes, other Criminal Code crimes (excluding traffic), Criminal Code traffic, drugs, crimes under other federal statutes
Local Government		
Operating costs for municipal administration	*Efficiency* of administration supporting local service	Operating costs for municipal administration as a percentage of total municipal operating costs
Operating costs for council members	*Efficiency* of municipal council	Operating costs for members of council per capita and as a percentage of total municipal operating costs
Land-Use Planning		
Percentage of new lots created	*Effectiveness:* new lot creation is occurring in settlement areas	Number and percentage of new lots approved that are located in settlement areas
Percentage of agricultural land retained in an agricultural designation	*Effectiveness:* preservation of agricultural land	Percentage of designated agricultural land preserved
Social Services		
Percentage of people participating in welfare-to-work activities	*Effectiveness:* recipients of Ontario Works return to work and achieve self-reliance	Percentage of people receiving Ontario Works assistance that participated in welfare-to-work activities
Number of people receiving social assistance under Ontario Works	*Effectiveness:* number of people receiving assistance under Ontario Works is reduced	Percentage of change in the number of people receiving social assistance under Ontario Works

In any given area of service delivery, operating cost can be classified as direct (e.g. cost of materials) or indirect (e.g. cost of overhead legal services). For this program, operating cost is defined as net revenue fund expenditures for a service and is based on revenue fund expenditures reported in the 2000 financial information return. Revenue fund expenditures reported in the FIR for functional areas include both direct and indirect costs. For more information about the allocation of indirect costs, municipal staff can refer to the introduction to the FIR instructions, specifically to the section entitled Allocation of Capital and Revenue Fund Expenditures Among Functions.

Implementing the Program

Performance measurement data will be collected through the FIR. The 2000 FIR will include several schedules: one for the efficiency and effectiveness measures; others that allow municipalities to both qualify their results and explain local conditions that may have influenced results; and a summary schedule enabling municipalities to view all the performance measurement data. The FIR instructional guide will contain detailed instructions on completing the schedules.

Municipalities currently input cost and statistical data into the FIR. Some of these data will be used to calculate several of the efficiency measures and will be automatically carried forward to the corresponding schedule. Municipalities will input new efficiency and effectiveness data (data that are not currently collected for the FIR) directly into the performance measures schedules. Once the schedules are completed, a summary schedule of performance measurements will be automatically generated for each municipality. This summary will allow municipal representatives to review all performance measurement results for each service area in a municipality.

Municipalities will input new efficiency and effectiveness data (data that are not currently collected for the FIR) directly into the performance measures schedules.

Different levels of local government deliver different but related services. The level of government that delivers the service is generally responsible for reporting the performance measurement data on the FIR and to taxpayers. For example, county and regional governments will report performance data as they relate to their county or regional roads, whereas lower-tier municipalities will report on local roads.

Why Use the FIR?

- **The FIR is an existing platform that municipalities already use to input financial and statistical data.**
- **The data required for many of the efficiency performance measures are already collected for the FIR, so new data collection is kept to a minimum.**
- **Wherever possible, the FIR will carry forward data from other areas to the performance-measurement schedules so that data input by municipalities is kept to a minimum.**
- **The FIR is accessible through the Internet, making distribution and review very easy.**
- **All calculations will be correct and common among all municipalities, so that information can be reliably shared.**

To implement the requirements of this program, municipalities may want to take the following steps:

- **Print detailed definitions from the disk enclosed with this handbook.**
- **Distribute definitions to the appropriate departments and staff.**
- **Determine what information already exists and what information needs to be collected.**
- **Assemble 2000 data. (As with previous FIRs, statistical data need not be reviewed or verified by an auditor. The data for the performance measures should be relatively easy to collect by staff within municipal departments.)**
- **Consult the FIR instructional guide. (The new performance measurement schedules of the FIR and relevant sections of the instructional guide will be available on the Internet early in 2001.)**
- **Enter the 2000 data on the FIR through the Internet by April 30, 2001.**
- **Report 2000 performance measurement results to taxpayers by June 30, 2001.**

It is important that municipalities record how they collected the measurement data and where the data were obtained. Keeping records will help municipalities avoid inconsistent and incompatible procedures from year to year, which, in turn, will ensure greater data integrity.

Reporting to Taxpayers

Information to Report: The Municipal Performance Measurement Program requires that municipalities report program results to citizens by June 30, 2001.

Reporting Methods: Municipalities may choose how they wish to release their results to taxpayers. Here are examples of common methods:

- By direct mail to all taxpayers or households;
- Through the property tax bill;
- In local newspapers; or
- Posted on the municipality's Web site.

Municipalities may use more than one of these methods and additional methods, if they wish. Whichever method or methods municipalities choose, their reports should be clear, concise and written in plain language.

Reporting Templates: Before the first reports to taxpayers are due, the Ministry of Municipal Affairs and Housing will provide details on the

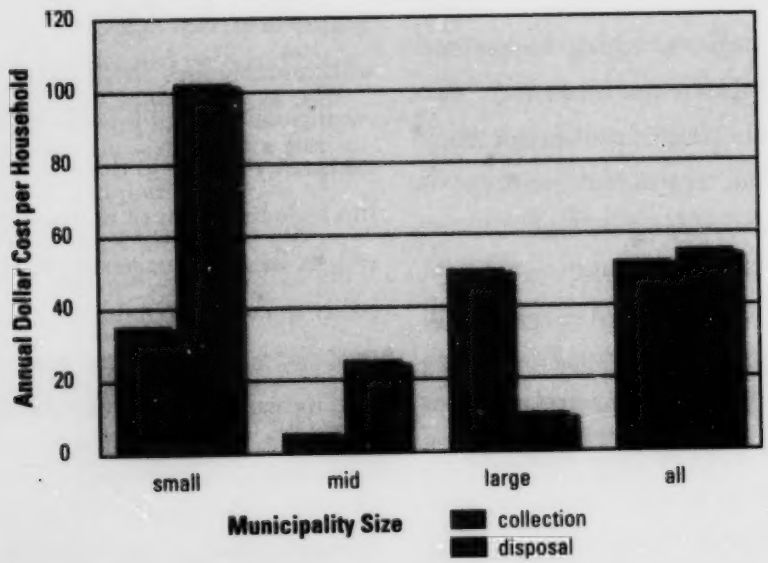
reporting template or format that municipalities will use. Municipalities may augment the information they are required to report or add the results to other municipal publications such as annual reports.

Sharing Performance Measurement Results

Comparisons can make municipal officials and taxpayers aware of which municipalities may have better practices that may be emulated. Raw numbers that only address last year's performance may mean very little unless they are compared with other numbers. For example, actual performance for a year can be compared with the performance a municipality had planned to achieve. This is the most common comparison used by municipalities that practice performance measurement. Performance can also be compared over several years to show trends. This is commonly done by municipalities that have had performance measurement systems for several years.

The Municipal Performance Measurement Program will also give municipalities the opportunity to make comparisons among themselves by providing them with something they have never had before: a set of common performance data that can point the way to improved service.

Figure 3: Sample Comparison Report on Garbage Collection and Disposal Costs per Household*



* Based on 1998 Ontario municipal FIR data

Time Lines

- **This year, for the first time, the FIR and its performance measurement schedules will be accessible through the Internet. These schedules will be available early in 2001.**
- **All Ontario municipalities will be required to collect specific data for the 2000 municipal fiscal year and report these data through the FIR by April 30, 2001.**
- **The FIR program will automatically calculate each performance measure. Prior to submitting their data to the ministry, municipalities will be able to view their results on the new summary schedule for performance measurements.**
- **Municipalities will report their performances to their taxpayers by June 30, 2001 and every year thereafter.**

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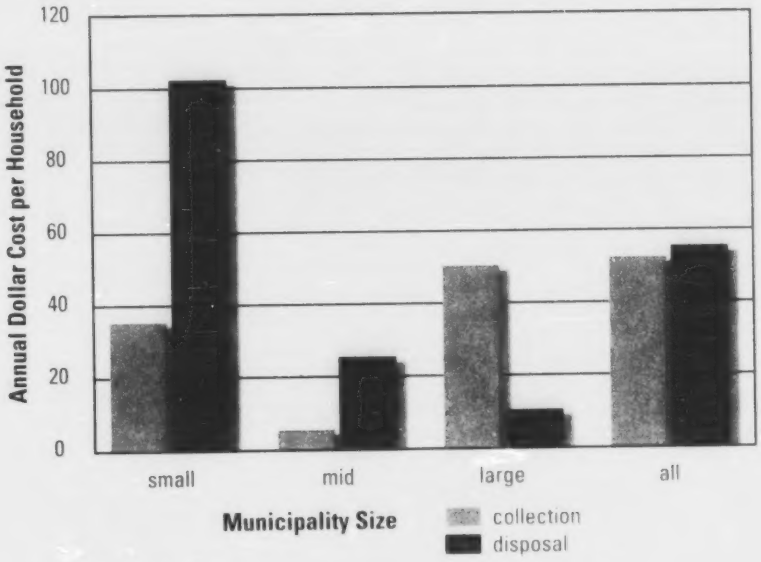

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- **The FIR program will automatically calculate each performance measure. Prior to submitting their data to the ministry, municipalities will be able to view their results on the new summary schedule for performance measurements.**
- **Municipalities will report their performances to their taxpayers by June 30, 2001 and every year thereafter.**

To find opportunities for improvement, municipalities are encouraged to share and compare their performance results with those they consider similar to themselves.

Sharing results allows municipalities to identify better practices that others have used. The notion of discovering better practices has special significance in this program. The data will show that some municipalities *apparently* have lower unit costs or higher levels of effectiveness than others. Some differences may be attributed to factors beyond anyone's control, such as location, topography, weather and economic conditions. But some municipalities will achieve higher levels of efficiency or effectiveness because of the strategies and methods they use. Other municipalities could copy such strategies to achieve higher levels of performances. Like good neighbours, municipalities can share ideas about how to improve performances, making the entire community a better place to live.

Local conditions and circumstances may differ among municipalities. So, as previously noted, the FIR will include a schedule for comments, which municipalities can use to highlight the effects of local conditions on performance.

One thing all Ontario municipalities have in common is a commitment to provide their taxpayers with the most effective and efficient services possible.

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III. Making Sense of Performance Measurement Information

The Municipal Performance Measurement Program addresses both the efficiency and effectiveness of municipal service delivery. Municipalities should concentrate on both aspects because there is often a trade-off between the two. For instance, a municipality might be able to reduce its unit costs to the lowest level in the province — but only by providing a quality of service that citizens find unacceptably low. Similarly, a municipality could provide the highest quality service in the province but only by means of taxation rates or user fees that make the municipality uncompetitive in the long term. Both efficiency and effectiveness measures are needed to ensure a balanced approach to service delivery.

Within these two aspects of performance measurement, there are

several ways to improve overall performance:

- Increase effectiveness at the same time as reducing unit cost;
- Increase effectiveness while holding unit cost constant;
- Reduce unit cost while holding effectiveness constant;
- Increase effectiveness but increase unit cost by a proportionately smaller amount; or
- Reduce effectiveness but reduce unit cost by a proportionately larger amount.

Most municipalities would likely view the first method as the most preferable and the last method the least preferable, but all methods represent opportunities for improving overall performance.

Performance measurement encourages municipalities and taxpayers to ask why actual performance differs from planned performance. Consider this simple scenario and ask yourself, "Is performance *good* in measure A and *poor* in B?"

The answer is that we do not know without further investigation.

Figure 4: Performance Scenario

	Planned Performance	Actual Performance
Measure A	100	125
Measure B	100	75

Most people recognize that financial data alone do not tell the whole story. It is important to understand the forces that underlie financial statistics before forming judgments and deciding how to improve financial results. Performance measurement works exactly the same way. Differences between actual and planned performance, trends over time and differences among municipalities must be investigated to determine what, if anything, can or ought to be done to change performance. Performance measures help to identify areas that need attention.

By themselves, performance measures only help to identify areas that need attention.

In the scenario illustrated in Figure 4, the target in measure A was perhaps underestimated, or the municipality might have experienced unexpectedly favourable conditions. On the other hand, the municipality might really have done a good job. Maybe it employed new methods or concentrated on a specific segment of the population, and that brought about good performance. Perhaps in measure B the target was overestimated, or conditions beyond the municipality's control might have prevented it from reaching its target. It could also be that the municipality made errors (e.g. used inaccurate data), which led to suboptimal results.

Snap judgments suggesting that results are simply good or poor are

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Snap judgments suggesting that results are simply good or poor are

not appropriate in performance measurement. A municipality needs to determine why performance exceeded expectation in one case and why it was below target in another.

It is also important to understand that both situations depicted in this scenario are worthy of investigation. Certainly a municipality would be interested in performance that was below expectation because it would want to discover ways to improve results. But it ought to be equally interested when performance exceeds expectation because it would want to repeat good performance and possibly identify good practices that it could copy elsewhere in its operations.

Municipalities need to determine why their performances exceed or fall below expectations.

Municipalities need to determine why their performances exceed or fall below expectations.

Analysing Results

In the early stages of this program, municipalities may be limited in terms of the complexity of analysis they can apply to performance information. That limitation would be due mainly to a lack of data for internal comparison and lack of experience in inter-municipal comparison. There are, however, simple analytical techniques that can be very useful in identifying areas where performance can be improved.

Comparing Performance Sharing performance data is very useful. It is reasonable to ask why some municipalities are able to achieve apparently higher levels of efficiency or effectiveness to determine whether there are better practices that could be copied. Even if differences are due to factors beyond a municipality's control, sharing the data is useful for both taxpayers and municipal officials to understand local performance in light of local circumstances.

Planned Versus Actual This method, depicted in Figure 4, is a simple but useful method of analysing results. To use this method, municipalities must set performance targets. Performance targets can be estimated by referring to:

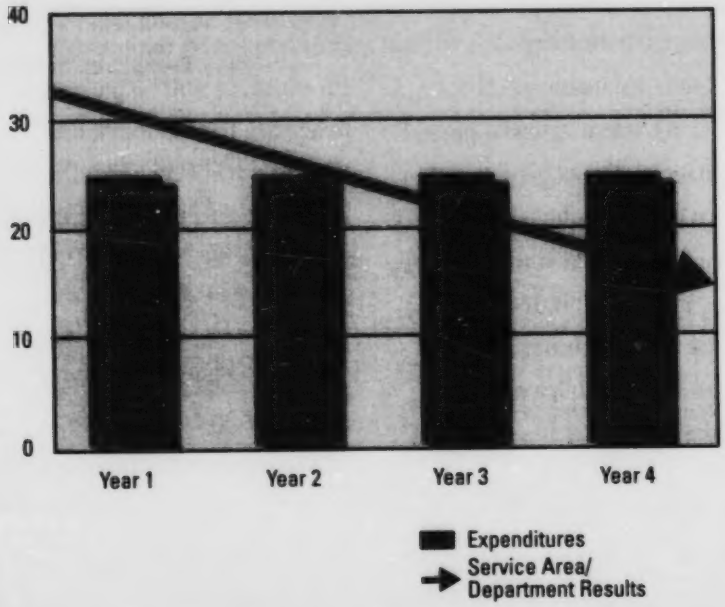
- Past performance — even if performance has not been formally measured in the past, data from which past performance can be reconstructed are often available.
- Comparisons to other similar organizations or municipalities.
- Performance standards established through detailed technical studies.
- Private- and public-sector association data that might give averages or comparative information.
- Research into client needs in the form of surveys, focus groups, consultative panels, etc.

Setting performance targets does not mean that a service will always be able to reach its full potential. Performance targets and standards have to be realistically set. When setting targets for the next fiscal year, municipalities have to consider their long-term or strategic plans, how much money is available, council's policy priorities, service demand, environmental variables, etc.

Trend Over Time This is another simple yet valuable analytical technique. Municipal performance normally does not change radically from year to year. Instead, it tends to change gradually, either positively or negatively. If a small change is persistent over time, however, it can become significant. Consider the scenario depicted in Figure 5. A service that spends within its budget typically attracts little detailed scrutiny. When increased spending is proposed, people pay more attention. But what if results achieved had been declining over time while expenditures remained constant (Figure 5)? The results are just as important as the funding or costs of a service, but that important trend could be missed if performance measurement was not reported over time.

In some cases, municipalities may have to collect performance data for several years before trends become apparent. Measures chosen for the Municipal Performance Measurement Program were selected in part because data already exists in most municipalities. That means, for many measures, most municipalities can reconstruct past performances to determine trends over time.

Figure 5: Trend Over Time (Council Take Warning Scenario)



All levels of government owe it to taxpayers to use every resource available to create new and better ways of doing business.

Summary

Think back to the case of Ottawa-Carleton described at the beginning of this handbook. The performance measurement and planning system the region established for water service maintenance in winter was very helpful in improving operational performance. It also provided guidance for the region's capital replacement program. Performance measurement can be valuable in setting priorities for capital investment.

The Municipal Performance Measurement Program provides municipalities with a common set of performance measures for some key municipal services. The measures will evolve and expand over time, and new services will be added to the program. Beginning in 2001, however, all Ontario municipalities will be able to start measuring their performances and developing a common base of data across the province. The measures will assist municipalities in identifying potential areas for improvement and best practices to emulate. Without doubt, somewhere in Ontario a local government has found a more efficient and effective way of delivering a service. Measuring and reporting on performance is a systematic means of sharing a wealth of information and experience for the betterment of all communities in the province.

This program also strengthens government accountability to taxpayers. Performance measurement allows taxpayers to see how their municipalities are performing and enables municipalities to set targets for continual improvement.

The goal of government, on behalf of taxpayers, should always be to provide the best and safest services at the most efficient cost to taxpayers. Performance measurement is far more than the annual reporting of past data. It has many uses and can contribute directly to creating a superior quality of life in Ontario municipalities.

The Ontario government is committed to assisting municipalities in implementing this new program. It has developed support materials, such as this handbook and disk, and will provide information and training sessions in regions across the province. It will also establish processes for feedback and consultation to continuously refine the measures and the program.

Part 2 - Developing Customized Performance Measures and Benefits for Municipalities

Municipalities may wish to develop performance measures for more detailed activities, within other service areas, to complement this program's current measures or to address unique local situations.

This section describes a generic method for developing performance measures beyond those included in the ministry's Municipal Performance Measurement Program. This method can be applied to any type of service delivered by any level of local government. It is a simple three-step process for examining a service (or program) and involves the following:

1. **Defining the service mission;**
2. **Stating the key results the service is trying to accomplish; and**
3. **Selecting performance measures for the stated results.**

This is the most commonly used method for developing performance measures in government today. It can generate many different kinds of performance information to support a variety of municipal decision-making processes, including strategic planning, operational planning, budgeting and service or performance evaluations.

I. How to Develop Customized Performance Measures

1. Define the Mission of the Service Being Delivered

Before measuring performance, municipalities must be clear about the purpose or mission of a particular service because performance measurement must contribute to achieving that end. Sometimes a mission is referred to as a goal, a vision or an outcome. No matter what term is used, a mission should be a succinct statement understandable to someone not familiar with the service (see examples in Figure 7). A mission is not normally time-constrained or quantified, nor does it address how service is delivered. Rather, it states what the service is trying to achieve over the long term and should respond to three questions:

WHAT is the product or service provided?

WHO is the intended client, customer or target group?

WHY is the service needed?

Landfill Operations

WHAT and WHO To receive and manage municipal solid waste from residents and from industrial, commercial and institutional users in the municipality.

WHY To ensure a safe environment and protect public health.

Recreation Services

WHAT and WHO To provide aquatic and fitness opportunities for enjoyment, fitness and skills development for all citizens to contribute to a healthy community.

WHY To contribute to a healthy community.

Information Services — Helpline

WHAT and WHO To provide centralized contact and problem-solving for all clients of the information services division.

WHY To ensure cost-effective use of information processing and to resolve client's problems.

2. State Key Results That a Service Is Trying to Accomplish

Municipal services are complex. We could develop an endless number of performance measures, but doing so would create more information than we could absorb. The real problem is to identify the results we need to measure. It is essential to realize that there are different kinds of results produced by any government service. The results can be grouped into three categories (see Figure 6):

- **Service outputs/efficiency**
- **Client benefits/impacts**
- **Strategic outcomes**

All three categories are important because they encompass the concepts of efficiency and effectiveness. The service outputs describe the volume and unit cost of the work a service does. Client benefits address effectiveness in terms of the quality or benefits of the service from the client's or taxpayer's point of view. Strategic outcomes address effectiveness in terms of the benefits of the program or service over the long term for the entire municipality.

The three categories relate directly to a service area's mission in the following ways:

What is the service?	→	service ouputs (efficiency)
Who is the client?	→	client benefits/ impacts (effectiveness)
Why is the service needed?	→	strategic outcomes (effectiveness)

Examples illustrating the link between the results and the mission are shown in Figure 7. Note that no indicators are developed yet. Measurement is the next step.

Figure 6: The Categories of Results

	Service Outputs (Efficiency)	Client Benefits/Impacts (Effectiveness)	Strategic Outcomes (Effectiveness)
Description	Direct outputs or work processes	Results from client's or citizen's point of view/benefit	Results from community's point of view
Examples (for conventional transit services)	Passengers carried, kilometres driven	Convenient schedules, affordable fares	Reduced traffic congestion
Main Users	Service manager, staff	Service managers, staff, senior managers, councillors	Senior managers, councillors
Degree of Control	Relatively direct	Less control but can still be strongly influenced by a service	Indirect, outside influences are strong
Measurement	Relatively direct	More difficult to measure	Most difficult to measure

Figure 7: Steps 1 and 2 — Defining a Mission and Desired Results

	Service Outputs (Efficiency)	Client Benefits/Impacts (Effectiveness)	Strategic Outcomes (Effectiveness)
Landfill Operations **Mission:** To receive and manage municipal solid waste from residents and industrial, commercial and institutional users in the municipality to ensure a safe environment and protect public health.	Solid waste processed	Service time minimized Economical service provided	Environment and public health protected Landfill capacity maximized
Recreation Services **Mission:** To provide aquatic and fitness opportunities for enjoyment, fitness and skills development for all citizens to contribute to a healthy community.	Swimming instruction provided Recreational swimming provided Fitness instruction provided	Improved level of fitness Recreational opportunities provided	Healthy lifestyles encouraged
Information Services — Helpline **Mission:** To provide centralized contact and problem-solving for all clients of the information services division to ensure cost effective use of information processing and to resolve clients' problems.	Support provided	Problems resolved	Efficient use of computer resources

Different municipalities may have different or additional results they wish to achieve. Municipalities may similarly group or segregate their services into larger or smaller core service areas, depending on the range of services they provide or on other strategic and organizational priorities.

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3. Select Performance Measures for the Stated Results

Having first defined the mission and then identified the outcomes or expected key results, it is now necessary to develop performance measures to monitor and evaluate the results to determine achievements. After completing the first two steps, many performance measures will become obvious. It may be difficult to measure a result directly but possible to measure it indirectly. One example of an indirect measure is the decrease in fire incidences as a measure of the effectiveness of a fire-prevention program.

Performance measurements can be expressed as raw numbers. Normally, though, percentages and ratios are superior forms of expression because they allow for comparisons. As noted earlier, performance data are most meaningful when comparisons can be made. Such comparisons include planned to actual, trend over time and among municipalities.

Performance can be measured in various ways. Measurement methods include the following:

- Satisfaction or opinion surveys
- Inspection reports
- Observer ratings
- Demand statistics (e.g. waiting lists)
- Utilization statistics
- Time-recording devices and systems
- Test scores
- Progress reports
- Participant evaluations
- Demographic, social, economic and cultural data from Statistics Canada and similar organizations
- Occurrence reports (e.g. crime-occurrence rates)
- Self reported data that may be required from clients
- Readouts from measuring and monitoring machines

It is important to measure quality as well as quantity. Results should be seen in terms of how much is achieved and how well. Quality has different connotations in different programs but it boils down to this: meeting client or taxpayer needs. The approach to performance measurement described here explicitly addresses client benefits or impacts. Typical examples of quality measures include error rate, complaints or compliments, frequency of service, waiting time, courtesy and equity.

Figure 8: Step 3 — Defining Performance Measures for Desired Results

	Service Outputs (Efficiency)	Client Benefits/Impacts (Effectiveness)	Strategic Outcomes (Effectiveness)
Landfill Operations **Mission:** To receive and manage municipal solid waste from residents and industrial, commercial and institutional users in the municipality to ensure a safe environment and protect public health.	Solid waste processed • Number of tons • Cost per ton • Equipment hours per ton	Service-time minimized • Average waiting time to enter scales • Average cycle time once scales have been entered Economical service provided • Tipping fee per ton	Environment and public health protected Percentage of offsite monitoring tests that meet environmental standards Landfill capacity maximized • Average waste/volume ratio • Estimated number of years to full capacity
Recreation Services **Mission:** To provide aquatic and fitness opportunities for enjoyment, fitness and skills development for all citizens to contribute to a healthy community.	Swimming instruction provided • Number of classes per household • Cost per class Recreational swimming provided • Number of program hours per household • Cost per hour Fitness instruction provided • Number of classes per household • Cost per class	Improved level of fitness • Number of participants in instructional programs per 100 population • Swimming — percentage who obtain higher proficiency level • Fitness — percentage who obtain higher proficiency level • Percentage of classes at capacity Recreational opportunities provided • Number of recreational participants per 100 population • Percentage of participants surveyed who are satisfied or very satisfied with recreational programs	Healthy lifestyles encouraged • Estimated percentage of city households that have used recreational facilities X times or more within the last year
Information Services — Helpline **Mission:** To provide centralized contact and problem-solving for all clients of the information services division to ensure cost-effective use of information processing and resolve clients' problems.	Support provided • Number of requests for assistance per year • Average person hours of assistance per request • Average time before initial response	Problems resolved • Percentage of clients surveyed who report that problem was satisfactorily resolved • Average elapsed time from initial request to problem resolution	Efficient use of computer resources • Estimated number of person hours lost or disrupted due to computer or application problem

II. Benefits of Performance Measurement for Municipalities

As any manager knows, improvements in performances often occur simply by setting clear, measurable performance targets.

Developing, implementing and using performance measures requires a commitment on the part of elected municipal officials and municipal staff. Once this commitment is made, the benefits of performance measurement can be realized.

First, performance measurement can help a municipality set effective priorities. Activities can be prioritized and resources allocated (including the time and attention of managers) according to the contributions they make toward meeting client needs.

Second, performance measurement changes a municipality's whole outlook. Results become the focus, not the activities conducted in the past. Service delivery can be regularly altered or tuned to respond to current citizen needs. A focus on clients causes organizations to rely more on co-operation and partnership than on regulation and service delivery.

Third, performance measurement encourages innovation. The primary focus for managers is not on how the job is done but rather on what is achieved. This frees managers to truly manage and motivates employees to develop or try new ideas that will achieve the expected results.

Fourth, accountability to council, senior management and taxpayers is improved because they can be told about a service area's achievements succinctly. Municipal officials thus have an enhanced ability to make more informed decisions. By the same token, performance measurement allows managers to delegate authority with greater confidence, because their expectations for results are clearly set and they have a method for reviewing actual performance. Moreover, the public understands how its tax dollars are being spent.

Finally, and most important, performance measurement will help to improve municipal performance in local service delivery by setting targets and allowing them to be monitored effectively. Managers can be alerted to situations that should be improved or that might be copied by other parts of the municipality. As any manager knows, improvements in performances often occur simply by setting clear, measurable performance targets.

Contacts

For more information about the Municipal Performance Measurement Program or for additional sources, please contact any one of the Municipal Services Offices or the ministry's Municipal Support Services Branch. Information is also available on the ministry's Web site, located at www.mah.gov.on.ca.

Central Municipal Services Office

777 Bay Street, 14th Floor
Toronto, ON M5G 2E5
General Inquiry: (416) 585-6226
Toll Free: 1-800-668-0230
Fax: (416) 585-6882
E-mail:
MSO.CENTRAL@mah.gov.on.ca

Southwestern Municipal Services Office

659 Exeter Road, 2nd Floor
London, ON N6E 1L3
General Inquiry: (519) 873-4020
Toll Free: 1-800-265-4736
Fax: (519) 873-4018

Eastern Municipal Services Office

8 Estate Lane
Rockwood House
Kingston, ON K7M 9A8
General Inquiry: (613) 548-4304
Toll Free: 1-800-267-9438
Fax: (613) 548-6822

Northeastern Municipal Services Office

159 Cedar Street, Suite 401
Sudbury, ON P3E 6A5
General Inquiry: (705) 564-0120
Toll Free: 1-800-461-1193
Fax: (705) 564-6863

Northwestern Municipal Services Office

435 James Street South, Suite 223
Thunder Bay, ON P7E 6S7
General Inquiry: (807) 475-1651
Toll Free: 1-800-465-5027
Fax: (807) 475-1196

Ministry of Municipal Affairs and Housing

Municipal Support Services Branch
777 Bay Street, 11th Floor
Toronto, ON M5G 2E5
General Inquiry: (416) 585-7296
Fax: (416) 585-7548
E-mail: mssb.CSS@mah.gov.on.ca

Ministry of Municipal Affairs & Housing
Municipal Performance Measurement Program
Year 2000 Performance Measures and Definitions

TABLE OF CONTENTS

Introduction 1

Financial information return (FIR) 1

Information contained in this package 2

Time period 2

Operating costs 3

Direct/indirect costs 4

Local conditions/unique circumstances 5

Social services performance measures 5

Cross boundary service provision 6

- Upper tier is responsible for a service 7
- Service is provided by one municipality to another municipality on a contract basis 7
- Lower tiers provide service to an upper tier on a contract basis 8

Submission of FIR performance measurement data for restructuring municipalities 8

Efficiency and effectiveness measures 8

Sources 9

"Per ton" versus "per household" data 10

YEAR 2000 PERFORMANCE MEASURES AND DEFINITIONS

A. Garbage 11

B. Sewage 21

C. Water 28

D. Transportation 37

E. Fire 46

F. Police 50

G. Land Use Planning 60

H. General Government 62

I. Social Services 66

NOTE: Please consult the Financial Information Return (FIR) performance measurement instructions and schedules for further information and instructions specifically related to the input and calculations of performance measurement data in the FIR.

Ministry of Municipal Affairs & Housing
Municipal Performance Measurement Program
Introduction - Year 2000 Performance Measures and Definitions

INTRODUCTION

The Municipal Performance Measurement Program (MPMP), an initiative of the Ministry of Municipal Affairs and Housing, requires all municipalities to begin collecting data, measuring and reporting their performance in the following nine core municipal service areas for the year 2000: garbage, water, sewage, transportation, fire, police, local government, land use planning, and social services. The MPMP will initially consist of 35 broad-level efficiency and effectiveness performance measures.

Municipalities will first submit their year 2000 performance measurement data through the ministry's Financial Information Return (FIR) by April 30, 2001, and then report out on their results to taxpayers by June 30, 2001. This provides municipalities with at least two months to analyze and organize their results after inputting their data in the FIR.

FINANCIAL INFORMATION RETURN (FIR)

The 2000 FIR has been upgraded to accommodate the input and automatic calculation of performance measurement data. For the first time this year, the FIR will be directly accessible through the internet, making access, data inputting and result summaries easier and quicker for municipalities. Ten new schedules related to the MPMP have been added to the FIR:

Schedule 90, Performance Measures: Municipal Information
Schedule 91, Performance Measures: Efficiency
Schedule 92, Performance Measures: Effectiveness
Schedule 93, Performance Measures: Notes (Optional)
Schedule 94, Performance Measures: Questions
Schedule 95, Performance Measures: Cross Boundary Service Delivery
Schedule 96, Performance Measures: Summary

Schedule 83, Performance Measurement: Information, for the Consolidated Municipal Service Manager (CMSM)
Schedule 85, Performance Measurement: Effectiveness, for the Consolidated Municipal Service Manager (CMSM)
Schedule 86, Performance Measurement: Notes (Optional), for the Consolidated Municipal Service Manager (CMSM)

These schedules, a detailed FIR instructional guide on how to complete the performance measurement sections of the FIR, and detailed definitions for each one of the 35 performance measures, will be available on the Ministry's internet website early in the new year.

Where possible, existing definitions in the FIR have been used consistently with the definitions for each performance measure. Therefore, much of the data already collected from municipalities through the FIR will be used to populate data required for the 35 performance measures. This occurs for several efficiency measures where data such as operating costs, households, population, etc., is already collected from municipalities through the FIR for other financial municipal reporting purposes.

INFORMATION CONTAINED IN THIS PACKAGE

To get a head start on collecting data for the 35 performance measures, you will find the detailed definitions for all 35 performance measures on the accompanying Word and Word Perfect files, titled "Definitions.doc" and "Definitions.wpd." The definitions have been provided in both Word and Word Perfect format for ease of access. The consistent application of these definitions is critical to standardizing how municipalities collect and input the data required to calculate the performance measures.
(Please consult the FIR instructional guide and schedules for further information and instructions specifically related to the input and calculations of performance measurement data in the FIR.)

We suggest that you print out this full document, "Intro Definitions," in either the Word or Word Perfect format (.doc or .wpd), along with the document, "Definitions," in either the Word or Word Perfect format (.doc or .wpd) and distribute relevant sections to municipal staff who will be responsible for collecting data for a particular municipal service area. For example, you may wish to print out the pages specifically related to sewage, and distribute those pages to municipal staff who will be responsible for collecting all sewage-related performance measurement data.

TIME PERIOD

All data collected by municipalities for 2000 performance measures is based on year 2000 data (January 1 to December 31, 2000 unless otherwise stated).

OPERATING COSTS

Most of the performance measures involve a mathematical calculation with both a numerator and denominator. For example,

$$\frac{\text{Operating costs for waste collection} = \text{numerator}}{\text{Total tons collected or total households} = \text{denominator}}$$

The numerator for each efficiency measure represents operating costs for a specific municipal service and is defined as net revenue fund expenditures, as defined in the FIR. For the year 2000, net revenue fund expenditures are defined in terms of four object categories from the FIR (Schedule 40): salaries, wages and employee benefits; materials; contracted services; rents and financial expenses. From this subtotal, revenue received from other municipalities is automatically subtracted. This information is provided in the FIR (Schedule 12, "Current Revenue for Specific Functions.")

The result, net revenue fund expenditures, can be expressed as follows:

Net revenue fund expenditures

equal

Salaries, wages and employee benefits	Schedule 40, column 1
Plus: Materials	Schedule 40, column 3
Plus: Contracted services	Schedule 40, column 4
Plus: Rents and financial expenses	Schedule 40, column 5
Less: Revenue from other municipalities	Schedule 12, column 3

Where operating costs are required in the FIR and correspond to the efficiency measures in the Municipal Performance Measurement Program, net revenue fund expenditures will be automatically carried forward to the performance measurement efficiency schedule. Revenue fund revenues received from other municipalities will also be automatically carried forward.

In other cases, the FIR object categories used to define net revenue fund expenditures are broader than the activities being measured by an efficiency

measure. As an example, the FIR reports on the net revenue fund expenditures for a waterworks system as a whole, while the MPMP efficiency performance measures for water are separated into water distribution, and treatment.

Schedule 42 of the FIR, "Additional Revenue Fund Information," is used to gather information about expenditures for smaller service areas. Schedule 42 asks municipalities to report on the amount spent on a particular aspect of service (e.g. waterworks). This is converted into a percentage. Each object category of expenditure is multiplied by the percentage and the resulting dollar amounts are automatically carried forward to the efficiency performance measurement schedule. In some cases, the municipality must also determine the amount of revenue fund revenues received from other municipalities.

If a service area is not captured elsewhere in the FIR, municipalities will determine their net revenue fund expenditures and revenues received from other municipalities, and input that information directly into the FIR (as specified in the FIR instructions).

DIRECT/INDIRECT COSTS

In any given area of service delivery, operating costs can be classified as either direct (e.g., cost of materials) or indirect (e.g., cost of overhead legal services). Indirect costs are not generally included in the calculation of efficiency measures, with the exception of financial expenses.

In Schedule 40, indirect costs are reported under the general government function as general government support and corporate overhead. General government support and corporate overhead are allocated to other functions using the interfunctional adjustments column of Schedule 40.

As discussed above, the numerator used in the efficiency measures, net revenue fund expenditures, is based on four object categories of expenditures reported in Schedule 40, and does not include the interfunctional adjustments category of expenditure. Therefore, indirect costs are not generally included in the calculation of efficiency measures, with the exception of financial expenses. Financial expenses are included in the object category of expenditures called rents and financial expenses. This is one of the object categories of expenditures used to calculate the numerator. Financial expenses include short-term borrowing costs, bank and credit card service charges and any other financial costs from external sources.

Some municipalities may historically include indirect costs in the expenditures reported by function in Schedule 40. Where this is the practice, the numerators used to calculate efficiency measures will include indirect costs. These

municipalities should indicate how they have allocated indirect costs to functions in Schedule 93, Performance Measurement: Notes.

For a more complete discussion of these topics, please see the functional definitions for general government support and corporate overhead, as well as the section in the Introduction to the FIR instructions entitled, "Allocation of capital and revenue fund expenditures among functions". The instructions to Schedule 40 discuss object categories of expenditures.

LOCAL CONDITIONS/UNIQUE CIRCUMSTANCES

Every municipality faces unique circumstances which are not revealed in raw data alone. Municipalities also make choices about the level of service provided. Performance measurement results should be a starting point for further investigation into the unique circumstances of the municipality and factors which affect results.

Consultations with municipalities and municipal associations have revealed a strong desire/need for the MPMP to provide space for municipalities to document local conditions or circumstances which may have an impact on the final performance measurement outcome. For example, with regard to complaint data for garbage collection, a labour slowdown/strike will have a direct effect on the number of complaints. This would be a circumstance municipalities may wish to highlight, which would be useful in interpreting results.

The performance measurement section of the FIR has a schedule which municipalities can use to document this kind of information. In "Schedule 93 - Performance Measurement: Notes," municipalities can provide additional information on any or all of their performance measurement results in the nine municipal service areas.

SOCIAL SERVICES PERFORMANCE MEASURES
Consolidated Municipal Service Managers (CMSMs) and District Social Services Administration Boards (DSSABs)

For the 2000 reporting year, two effectiveness measures are reported for social services, specifically related to the Ontario Works program (Performance measure #34: Percentage of persons receiving Ontario Works assistance that participated in welfare-to-work activities, and #35: Percentage change in the number of people receiving Ontario Works)

As the responsible delivery agent, and as a municipality, each CMSM must collect and input the aggregate social services performance measurement data into the FIR, for their entire geographical area. Other municipalities (non-

CMSMs) are not required to input data for the two social services measures into the FIR. However, they are required to report the results for these two measures, as it applies to their aggregate/entire CMSM service area, as part of their reporting on overall results for the MPMP to taxpayers. Accordingly, CMSMs will also be responsible for providing these results to all the municipalities they serve before June 30, 2001.

DSSABs must collect and provide the performance measurement data for the two social services measures for their aggregate geographic/service area, and provide that data to the Ministry of Community and Social Services' (MCSS) Regional Offices by April 20 of each year. Individual municipalities represented by a DSSAB will not be required to input data on the two social service measures as part of the FIR to the Ministry of Municipal Affairs and Housing. DSSABs will provide the data to MCSS on a service area wide basis on behalf of all the municipalities being served. MCSS will then transfer the data to the Ministry of Municipal Affairs and Housing for FIR purposes.

For reporting results to taxpayers, DSSABs are responsible for reporting the two social service measures' aggregate results for their service area to all taxpayers (for both the organized municipalities and unorganized areas in their service area). It is up to the DSSABs to choose how they wish to distribute/publish their results. For example, DSSABs could ask every municipality in their service area to include the aggregate results in their tax bills or other mailings, as well as post the results in local papers for the benefit of residents in the unorganized areas; or, DSSABs could just post the results in local papers of wide distribution in their service area.

It is expected that in future years, additional performance measures will be developed for services delivered by CMSMs and DSSABs.

Please note that the FIR includes three schedules specifically related to the two social services measures:

Schedule 83, Performance Measurement: Information, for the Consolidated Municipal Service Manager (CMSM)
Schedule 85, Performance Measurement: Effectiveness, for the Consolidated Municipal Service Manager (CMSM)
Schedule 86, Performance Measurement: Notes (Optional), for the Consolidated Municipal Service Manager (CMSM)

CROSS BOUNDARY SERVICE PROVISION

In the paragraphs below, three different service delivery situations are discussed. In each situation, the numerator and denominator are consistent. If the numerator represents aggregate costs, as in the case of an upper tier, the

denominator represents aggregate units. If the numerator represents expenditures for the municipality alone, the denominator represents units of service within the municipality.

Upper tier is responsible for a service

Where an upper tier is responsible for service delivery, the upper tier reports efficiency and effectiveness performance measures on an aggregate basis. For example, because county governments are responsible for county roads, only county governments will collect and report on such services. Lower/single tier or separated municipalities do not report performance measures for country roads, and should enter "UT responsibility" (upper tier) in the appropriate section of the FIR.

Object categories of revenue fund expenditures are automatically carried forward from Schedule 40 of the FIR to the performance measurement schedules. These expenditures are already in an aggregate form since revenue fund expenditures are reported on a gross basis in the FIR. Revenue fund expenditures received from other municipalities, will generally be zero or have a low value.

Again, the denominator must be consistent with the numerator. Therefore the denominator represents aggregate units of service provided to all lower tiers within an upper tier boundary (aggregate tons, litres, etc.)

Service is provided by one municipality to another municipality on a contract basis

Both the municipal service provider and the municipality purchasing the service report information regarding the service for the performance measure.

For example, a municipality providing service to another municipality on a contractual basis nets out revenues received from the client municipality. This allow the municipality providing the service to isolate its own service delivery costs and report to taxpayers only on their own service delivery costs. Again, the denominator must be consistent with the numerator and must therefore represent only those units of service provided to the municipality's own taxpayers.

The client municipality receiving the service also reports for that same performance measure. The revenue fund expenditures it reports in Schedule 40 of the FIR are carried forward to the appropriate performance measurement schedule and reflect amounts paid to the municipal service provider. The client municipality reports total units which pertain only to its own municipality in the denominator. If this information is not collected locally, it is important to contact the municipality providing the service to obtain the information.

Lower tiers provide service to an upper tier on a contract basis

Where one or more lower tiers provide a service to an upper tier on a contractual basis (for example, road maintenance), each lower tier nets out revenue fund revenues received from the upper tier for providing that service. Net revenue fund expenditures becomes the numerator. In the denominator, each lower tier reports only those units which apply to that service they provide within their own municipality.

The upper tier which receives the service also reports the performance measure. In the numerator, revenue fund expenditures will include payments made to the lower tier(s). The denominator will reflect only units which pertain to the upper tier.

SUBMISSION OF FIR PERFORMANCE MEASUREMENT DATA FOR RESTRUCTURING MUNICIPALITIES

Where a municipality is amalgamating on January 1, 2001, the former municipality or municipalities that were in existence up until December 31, 2000, are required to transfer financial and statistical data to be used in the 2000 FIR - including performance measurement data - to the new municipality by December 31, 2000.

For the 2000 reporting year, the new treasurer of the amalgamated municipality will be responsible for compiling and submitting the 2000 FIR for each of the former municipalities, by April 30, 2001. The new municipality will report performance measurement results to taxpayers by June 30, 2001.

For municipalities amalgamating in mid year - July 1, 2000, for example - those municipalities would compile FIR data for the period up until June 30, 2000. For the balance of the year - between July 1st and December 31st - the treasurer of the new amalgamated municipality will compile the data and then submit a consolidated FIR for all of 2000, by April 30, 2001.

EFFICIENCY AND EFFECTIVENESS MEASURES

Efficiency measures are defined as the ratio of input/output.

In Schedule 91 of the FIR, input is defined as net revenue fund expenditures and is used as the numerator for all efficiency measures. Output consists of total units and is used as the denominator. Examples of output include: assessment, lane kilometres and tons.

When net revenue fund expenditures are divided by total units, the resulting efficiency measure describes the cost per unit.

Effectiveness measures are reported in Schedule 92. Effectiveness measures provide information about the quality of service delivery. They measure results against planned or desired service quality outcomes/goals. Effectiveness measures may consist of counts (i.e. number of complaints and number of new lots approved which are located in settlement areas) or ratios (i.e. percentage of residential solid waste diverted for recycling and number of conventional transit trips per person).

Where the effectiveness measure is expressed as a percentage, the numerator and denominator consist of the same type of units (e.g. tons, litres, criminal cases). The denominator consists of total units while the numerator consists of total units which meet a specified condition. As an example, in the measure, "percentage of paved lane kilometres rated adequate", both the numerator and denominator measure the number of paved lane kilometres. The denominator represents total lane kilometres tested. The numerator represents a condition: the number of lane kilometres tested which were rated adequate.

Where an effectiveness measure is a ratio which is not expressed as a percentage, different kinds of units are used in the numerator and denominator. As an example, in the measure, "number of conventional transit trips per person in a service area", the numerator is the number of conventional transit trips and the denominator is the population of the service area.

Both effectiveness and efficiency measures are needed to properly assess service delivery. Without effectiveness measures, the cheapest form of service delivery would be perceived as optimal because it would yield the lowest cost per unit. With effectiveness measures, other factors are evaluated such as how well services meet municipal service quality goals and expectations of the public.

SOURCES

In the corresponding "Definitions" document, you will notice at the end of each measure, a reference to the "source" of the measure. For example, the measure, "operating costs for waste collection per ton or per household" has three sources listed - Ministry of Municipal Affairs & Housing's (MMAH) Municipal Services Performance Measures Project (MSPM), Ministry of the Environment (MOE) and The Regional Chief Administrative Officer's (CAO's) Benchmarking Study. These sources indicate where the measure was previously tested/recommended or where a specific association or ministry has recommended/adopted the same measure. MMAH has consulted extensively with other ministries and associations regarding each of the 35 performance measures.

"PER TON" VERSUS "PER HOUSEHOLD" DATA

Several efficiency measures for the Program, require municipalities to submit data on a per ton or per household basis, for example, "operating costs for waste disposal per

ton or per household." Tonnage data is most commonly used and accepted in the performance measurement field, however MMAH realizes that some smaller municipalities in Ontario may not have tonnage information available. In such cases only, household information should be used.

MINISTRY OF MUNICIPAL AFFAIRS & HOUSING
MUNICIPAL PERFORMANCE MEASUREMENT PROGRAM
YEAR 2000 PERFORMANCE MEASURES AND DEFINITIONS

A. Garbage

1. Measure: Operating costs for waste collection per ton or per household

Desired Outcome: Efficiency of municipal waste collection services

Calculation

$$\frac{\text{Operating costs for waste collection}}{\text{Total tons collected or total households}}$$

Numerator: Operating costs for waste collection
Calculation
Municipalities currently submit data through the FIR regarding waste collection (Schedule 40, line 0840) which the FIR automatically calculates to arrive at net revenue fund expenditures for waste collection (revenue fund revenues in Schedule 12 are automatically subtracted from revenue fund expenditures in Schedule 40). This information will be automatically carried forward by the FIR for the purposes of this performance measure.

Definition
Operating costs for waste collection refer to net revenue fund expenditures as defined for this activity in the FIR.

The FIR functional definition for revenue fund expenditures for waste collection applies:
Administration, if applicable
Pickup of garbage (excludes pick-up for recycling)
Includes collection of garbage from all property classes
OTHER waste collection expenditures

Denominator: Total tons collected or total households
Definition
A metric ton is defined as 2204.622 pounds or 1000 kilograms.

Only if information on total tons collected is not available, should a municipality use the number of households.

Source: Ministry of Municipal Affairs & Housing's (MMAH) Municipal Services Performance Measures Project (MSPM), Ministry of the Environment (MOE) and The Regional Chief Administrative Officer's (CAO's) Benchmarking Study.

2. Measure: Operating costs for waste disposal per ton or per household

Desired Outcome: Efficiency of municipal waste disposal services

Calculation

$$\frac{\text{Operating costs for waste disposal}}{\text{Total tons collected or total households}}$$

Numerator: Operating costs for waste disposal
Calculation
Municipalities currently submit data through the FIR regarding waste disposal (Schedule 40, line 0850) which the FIR automatically calculates to arrive at net revenue fund expenditures for waste disposal (revenue fund revenues in Schedule 12 are automatically subtracted from revenue fund expenditures in Schedule 40). This information will be automatically carried forward by the FIR for the purposes of this performance measure.

Definition
Operating costs for waste disposal refer to net revenue fund expenditures as defined for this activity in the FIR.

The FIR functional definition for revenue fund expenditures for waste disposal applies:
Administration, if applicable
Deposit of garbage into a landfill site or incinerator
Includes disposal of garbage from all property classes
Excludes recycling
OTHER, waste disposal expenditures

Denominator: Total tons collected or total households
Calculation
This denominator is the same for the waste collection efficiency measure (see previous measure #1) and will therefore be automatically carried forward by the FIR.

Definition
A metric ton is defined as 2204.622 pounds or 1000 kilograms.

Only if information on total tons collected is not available, should a municipality use the number of households.

Source: MSPM and MOE

3. Measure: Operating costs for recycling per ton or per household

Desired Outcome: Efficiency of municipal waste recycling services

Calculation

$$\frac{\text{Operating costs for recycling}}{\text{Total tons recycled or total households}}$$

Numerator: Operating costs for recycling
Calculation
Municipalities currently submit data through the FIR regarding recycling (Schedule 40, line 0860) which the FIR automatically calculates to arrive at net revenue fund expenditures for recycling (revenue fund revenues in Schedule 12 are automatically subtracted from revenue fund expenditures in Schedule 40). This information will be automatically carried forward by the FIR for the purposes of this performance measure.

Definition
Operating costs for recycling refer to net revenue fund expenditures as defined for this activity in the FIR.

The FIR functional definition for revenue fund expenditures for recycling applies:
Material collected from all property classes which is diverted for recycling including,
Administration, if applicable
blue box
bulky items such as refrigerators, stoves, etc.
centralized facility
Christmas tree collection
gardening waste (composting)
household hazardous waste
OTHER recycling expenditures

Denominator: Total tons recycled or total households
Calculation
A metric ton is defined as 2204.622 pounds or 1000 kilograms.

Only if information on total tons collected is not available, should a municipality use the number of households.

Source: MSPM and MOE

4. Measure: Test results for solid waste disposal sites

Percentage of off-site test results which indicated that environmental performance standards for solid waste disposal sites were not met

Desired Outcome: Effectiveness - Municipal solid waste services do not have an adverse effect on the environment

Calculation

$$\frac{\text{Number of off-site test results which indicated that environmental performance standards for solid waste disposal sites were not met}}{\text{Total number of off-site test results}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Number of off-site test results which indicated that environmental performance standards for solid waste disposal sites were not met
Calculation
Determine the number of off-site test results for each municipal solid waste disposal site which indicate that environmental performance standards for the site were not met.

Then, sum the number of test results for all sites that indicate that environmental performance standards were not met.

Definition
Off-site or ex-situ environmental tests refer to monitoring which is performed at or outside the perimeter of the waste disposal site. Off-site tests measure environmental impacts on neighbouring areas.

The words, "environmental performance standards for solid waste disposal sites were not met" means an off-site environmental performance standard defined for the waste disposal site by a Certificate of Approval issued under Part V of the *Environmental Protection Act* was not met, as indicated by the result of one or more tests. Environmental performance standards vary from site to site, according to the conditions of the Certificate of Approval issued for a site.

For more information regarding the Ministry of Environment's regulations/manuals/publications, please consult the Ministry's website at: www.ene.gov.on.ca

Denominator: Total number of off-site test results
Calculation
Sum the number of off-site test results for all solid waste disposal sites.

Source: MSPM and MOE

5. Measure: Number of complaints concerning the collection of garbage and recycled materials, per ton collected or per 1,000 households

Desired Outcome: Effectiveness - Municipal solid waste services meet household needs

Calculation

$$\frac{\text{Number of complaints received in a year concerning the collection of garbage and recycled materials}}{\text{Total tons of garbage and recycled materials collected OR (total households / 1,000)}}$$

Numerator: Number of complaints received in a year concerning the collection of garbage and recycled materials

Definition

Complaints are defined as the total number of formally recorded complaints concerning the collection of garbage and/or recycled materials. Complaints include complaints from all users, e.g. residential, commercial, industrial, institutional, landfills, etc.

It is recognized that municipalities have their own procedures for recording and tracking complaints. Municipalities may wish to provide information in Schedule 93, Performance Measurement: Notes.

Denominator: Total tons of garbage and recycled material collected OR (total households / 1,000)

Definition

A metric ton is defined as 2204.622 pounds or 1000 kilograms. Municipalities will be asked to indicate in the FIR whether tons or households are used in the denominator.

Only if information on total tons collected is not available, should a municipality use the number of households.

Calculation

If data on tons of garbage and recycled materials collected is not available, the municipality should use the number of households and divide this number by 1,000. The division will not be done automatically since many municipalities will be entering tons in the denominator. The number of households is reported in Schedule 91, Performance Measurement: Efficiency.

The number of households is divided by 1,000 so that the number of complaints appears as a relatively larger value. Otherwise, if a small number of complaints is divided by a large number of households, the result will be a fractional value which may be more difficult to interpret.

Source: MMAH and MOE

***Clarifying the Use of Complaint Data in the Municipal Performance Measurement Program**

For the first year of the program, some municipalities may not have complete data for reporting on this measure. However, for the year 2000, it may be possible to obtain complaint data for a two or three month time period, and extrapolate a yearly estimate accordingly.

In situations where a private or independent contractor provides garbage collection, garbage collection is still an area of municipal responsibility - and therefore accountability. Where a contract does not provide for the private contractor to collect complaints, data may be readily available. Therefore, as service contracts come up for renewal, municipalities should consider including obligations for the private contractor to record and report all complaints to the municipality. Regardless of who the service provider is, municipalities are encouraged develop a system of tracking complaints in order to measure their results and seek opportunities to enhance waste disposal services. By year 2 of the program, all municipalities should be able to provide this information.

In the Municipal Services Performance Measures study that the ministry undertook with 55 municipalities, recommendations were made that all municipalities, if they are not already doing so, should be tracking and analysing complaints about garbage collection.

It is recognized that complaint data only tells part of a story. Also, frivolous complaints or a multitude of complaints originating from one person may skew the results. However, even with these noted limitations, complaint data is a very powerful and effective management tool and is an example of an indirect measure for garbage collection services. Most importantly, it measures the citizens' satisfaction level with garbage collection, which is a valid measure for municipalities to analyze. If there are anomalies in the data, such as 50% of complaints originating from the same person, then a municipality should state this in Schedule 93 of the FIR, "Performance Measurement: Notes," as well as in their report to taxpayers.

Note: A higher number of complaints does not necessarily mean that lower quality service is being provided. Some variation in the number of complaints may be due to the methods that municipalities use to receive and track customer complaints. Also, variations in the number of individual residential accounts may be due to the number of homeowner associations and other groups and individuals that contract with their own refuse collection providers.

6. Measure: Percentage of residential solid waste diverted for recycling and tons of residential solid waste recycled

6. (A) Percentage of residential solid waste diverted for recycling

Desired Outcome: Effectiveness - Municipal waste reduction programs divert waste from landfills and/or incinerators

Calculation

$$\frac{\text{Total tons of residential solid waste diverted for recycling}}{\text{Total tons of residential waste collected, including recycled materials}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Total tons of residential solid waste diverted for recycling
Definition
Total tons of residential solid waste diverted for recycling refers to total tons diverted from disposal to recycling.

The FIR functional definition for recycling is used.
Recycling:
Material collected from residential property classes which is diverted for recycling including,
blue box
bulky items such as refrigerators, stoves, etc.
centralized facility
Christmas tree collection
gardening waste (composting)
household hazardous waste

Denominator: Total tons of residential solid waste collected, including recycled materials
Definition
Total tons of residential solid waste collected includes total tons diverted for recycling plus total tons collected which are disposed of in some other way.

A metric ton is defined as 2204.622 pounds or 1000 kilograms.

Source: MSPM and MOE

6. (B) Total tons of residential solid waste recycled in a year

Desired Outcome: Effectiveness - Municipal waste reduction programs divert waste from landfills and/or incinerators

Calculation
Total tons of residential solid waste recycled is automatically carried forward in the FIR from the previous measure, "Percentage of residential solid waste diverted for recycling."

Definition
Total tons of residential solid waste collected includes total tons diverted for recycling plus total tons collected which are disposed of in some other way.

A metric ton is defined as 2204.622 pounds or 1000 kilograms.

Source: MSPM and MOE

7. Measure: Percentage of industrial, commercial and institutional solid waste diverted for recycling and total tons of industrial, commercial and institutional solid waste recycled

7. (A) Percentage of industrial, commercial and institutional solid waste diverted for recycling

Desired Outcome: Effectiveness - Municipal waste reduction programs divert waste from landfills and/or incinerators

Calculation

$$\frac{\text{Total tons of industrial, commercial and institutional solid waste diverted for recycling}}{\text{Total tons of industrial, commercial and institutional solid waste collected, including recycled materials}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Total tons of industrial, commercial and institutional solid waste diverted for recycling

Definition

Total tons of industrial, commercial and institutional solid waste diverted for recycling refers to total tons diverted from disposal to recycling.

Denominator: Total tons of industrial, commercial and institutional solid waste collected, including recycled materials

Definition

Total tons of solid waste collected is defined as total tons of industrial, commercial and institutional solid waste diverted for recycling plus total tons collected and disposed of in some other way.

A metric ton is defined as 2204.622 pounds or 1000 kilograms.

Source: MSPM and MOE

7. (B) Total tons of industrial, commercial and institutional solid waste diverted for recycling in a year

Desired Outcome: Effectiveness - Municipal waste reduction programs divert waste from landfills and/or incinerators

Calculation
Total tons of industrial, commercial and institutional solid waste diverted for recycling is automatically carried forward from the previous measure, "Percentage of industrial, commercial and institutional solid waste diverted for recycling."

Definition
Total tons of solid waste collected is defined as total tons of industrial, commercial and institutional solid waste diverted for recycling plus total tons collected and disposed of in some other way.

A metric ton is defined as 2204.622 pounds or 1000 kilograms.

Source: MSPM and MOE

B. Sewage

8. Measure: Operating costs for collection of sewage and storm water per kilometre of sewer line

Desired Outcome: Efficiency of municipal sewage and stormwater collection

Calculation

$$\frac{\text{Operating costs for collection of sewage and storm water}}{\text{Total kilometres of sewer line}}$$

Numerator: Operating costs for collection of sewage and storm water
Calculation
This amount is calculated automatically by the FIR using the following method:

Since Schedule 40 of the FIR does not record information on revenue fund expenditures for sanitary and storm sewer system collection separately from expenditures for treatment and disposal, additional steps are required.

Schedule 42, line 6210, column 2, reports revenue fund expenditures for collection as a percentage of total sanitary sewer system expenditures contained in Schedule 40, line 0810, column 11.

To approximate revenue fund expenditures for object categories, the percentage from Schedule 42, line 6210, column 2, is multiplied by each relevant object category of expenditure for the sanitary sewer system (line 0810) contained in Schedule 40. However, this is only part of revenue fund expenditures for collection since the amount pertaining to storm sewer system collection is also needed.

The percentage of storm sewer system expenditures for collection contained in Schedule 42, line 6410, column 2, is multiplied by each relevant object category of expenditure for the storm sewer system (line 0820) contained in Schedule 40.

Amounts for sanitary sewer system collection and storm sewer system collection are automatically added together and carried forward in the FIR for each object category used in Schedule 91.

***The municipality must then determine the amount of revenue fund revenues received from other municipalities which are associated with sanitary sewer system collection and storm sewer system collection. These amounts, if any, must be added together and the sum entered into the FIR. The amount is automatically subtracted from revenue fund expenditures to arrive at net revenue fund expenditures.**

Definition
This measure applies to separated sanitary and storm sewer systems as well as combined sanitary/storm sewer systems.

Operating costs for sewage and storm water collection refer to net revenue fund expenditures as defined for this activity in the FIR.

The definition used in Schedule 42 of the FIR for sanitary and storm sewer collection applies: Collection includes pumping (lift station), cleaning and maintenance of pipes and emergency operations.

Denominator: Total kilometres of sewer line
Definition
Total kilometres of sewer line means total kilometres of sanitary sewer line, combined sewer line and storm sewer line used for collection that the municipality is responsible for in delivering sanitary and storm sewer services.

*Note: The FIR contains several questions for municipalities related to sanitary and storm sewer systems in Schedule 94 of the FIR, "Performance Measurement: Questions:"

1. Does your municipality provide sanitary and storm sewer collection?
2. Does your municipality provide sanitary and storm sewer treatment and disposal?
3. Are sanitary and storm systems integrated in all parts of the municipality?
4. Are sanitary and storm systems integrated in some parts of the municipality?

This information may assist municipalities and residents in identifying factors which affect performance measurement results.

Source: Ministry of Municipal Affairs & Housing's (MMAH) Municipal Services Performance Measures Project (MSPM), Ministry of the Environment (MOE) and The Regional Chief Administrative Officer's (CAO's) Benchmarking Study

9. Measure: Operating costs for treatment and disposal of sewage and storm water per cubic metre treated

Desired Outcome: Efficiency of municipal sewage treatment and disposal services

Calculation

$$\frac{\text{Operating costs for treatment and disposal of sewage and storm water}}{\text{Total cubic metres of sewage and storm water treated}}$$

Numerator: Operating costs for treatment and disposal of sewage and storm water
Calculation
This amount is calculated automatically by the FIR using the following method:

Since Schedule 40 of the FIR does not record information on revenue fund expenditures for sanitary and storm sewer system treatment and disposal separately from collection, additional steps are required.

Schedule 42, line 6220, column 2, reports revenue fund expenditures for treatment and disposal as a percentage of total sanitary sewer system expenditures contained in Schedule 40, line 0810, column 11.

To approximate revenue fund expenditures for object categories, the percentage from Schedule 42, line 6420, column 2, is automatically multiplied by each relevant object category of expenditure for the sanitary sewer system (line 0810) contained in Schedule 40. However, this is only part of the revenue fund expenditures for treatment and disposal since the amount pertaining to storm sewer system treatment and disposal is also needed.

The percentage of storm sewer system expenditures for treatment and disposal contained in Schedule 42, line 6420, column 2, is automatically multiplied by each relevant object category of expenditure for the storm sewer system (line 0820) contained in Schedule 40.

Amounts for sanitary sewer system treatment and disposal are automatically added to amounts for storm sewer system treatment and disposal for each object of expenditure in the FIR. Amounts are automatically carried forward to Schedule 91.

***The municipality must then determine the amount of revenue fund revenues received from other municipalities which are associated with sanitary sewer system treatment and disposal and storm sewer system treatment and disposal. These amounts, if any, must be added together and the sum entered into the FIR. The amount is automatically subtracted from revenue fund expenditures in the FIR to arrive at net revenue fund expenditures.**

Definition
This measure applies to separated sanitary and storm sewer systems as well as combined sanitary/storm sewer systems.

Operating costs for sanitary and storm water treatment and disposal refer to net revenue fund expenditures as defined for this activity in the FIR.

The definition used in Schedule 42 of the FIR for sanitary and storm sewer treatment and disposal applies:
Treatment and disposal includes treatment, sludge disposal, operating and maintaining the discharge/effluent system.

Denominator: Total cubic metres of sewage and storm water treated
Definition
The volume of wastewater treated is defined as the annual volume of wastewater received at the point where the wastewater enters the treatment plant.

Source: MSPM and MOE

10. Measure: Number of sewer main backups per kilometre of sewer line

Desired Outcome: Effectiveness - Municipal sewage management practices prevent environmental and human health hazards

Calculation

$$\frac{\text{Number of sewer main backups in a year}}{\text{Kilometres of sewer line}}$$

Numerator: Number of sewer main backups in a year

Definition

A sewer main backup is defined as an obstruction or hydraulic overload in a municipal system (separated sanitary and storm sewer systems as well as a combined sanitary/storm system) which results in a backup of wastewater which may enter a house. This should be distinguished from an obstruction in a lateral line from a house to the sewer main. Included are municipal system flushing activities which cause a backup in residential basements.

Sewer lines on private property are not measured.

A sewer main means any system of pipes, drains and appurtenances used for the collection or transmission of sewage, but does not include plumbing to which the *Building Code Act, 1992* applies or a pumping facility.

Denominator: Kilometres of sewer line

Definition

Total kilometres of sewer line means total kilometres of sanitary sewer line, combined sewer line and storm sewer line that the municipality is responsible for in delivering sanitary and/or storm sewer services (e.g. if a municipality is a lower tier within a regional municipality, only the kilometres of sewer line that the lower tier municipality is responsible for is inputted in the FIR by that lower tier municipality).

Source: MMAH, MOE and CAO's Study

11. Measure: Test results for sewage treatment operations

Percentage of wastewater test results that indicated wastewater discharge objectives for sewage works were not met.

Desired Outcome: Effectiveness - Municipal sewage management practices prevent environmental and human health hazards

Calculation

$$\frac{\text{Number of wastewater test results that indicated wastewater discharge objectives for sewage works were not met}}{\text{Total number of wastewater test results}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Number of wastewater test results that indicated wastewater discharge objectives for sewage works were not met
Calculation
For each municipal sewage works site, determine the total number of wastewater test results which indicated that wastewater discharge objectives defined for the site by a Certificate of Approval were not met.

Then, sum the number of test results for all sites that indicate wastewater discharge objectives were not met and enter in the FIR.

Definition
Municipal sewage works means sewage treatment operations within a sewage treatment plant.

Wastewater discharge objectives are contained in the Certificate of Approval for each site and may vary site to site.

Denominator: Total number of wastewater test results
Calculation
Sum the number of wastewater test results for all sites and enter this amount in the FIR.

Source: MSPM and MOE

12. Measure: Number of hours per year when untreated or partially treated sewage was released into a lake or natural water course

Desired Outcome: Effectiveness - Municipal sewage management practices prevent environmental and human health hazards

Calculation
This measure is a count of the number of hours when untreated or partially treated sewage was released into a lake or natural water course.

Municipalities will enter the number of hours directly into the FIR (Schedule 92, column 7). If the number of hours is not precisely known, please estimate the figure.

Definition
Untreated means that sewage bypasses any form of municipal treatment.

Partially treated refers to sewage which underwent some form of incomplete primary or secondary treatment.

Released refers to the release or discharge of untreated or partially treated discharge from the treatment plant and pumping station, e.g. clarifiers bypassed.

Note that untreated or partial treatment of sewage effluent may occur when the sewage influent exceeds the capacity of the treatment plant.

Source: MSPM and MOE

C. Water

13. Measure: Operating costs for water treatment per million litres of water treated

Desired Outcome: Efficiency of municipal water-treatment services

Calculation

$$\frac{\text{Operating costs for water treatment}}{\text{(Total litres of water treated} \div 1{,}000{,}000)}$$

Numerator: Operating costs for water treatment

Calculation

Municipalities currently submit data through the FIR regarding their waterworks system, which the FIR uses to automatically calculate net revenue fund expenditures for water treatment. This information will be automatically carried forward by the FIR for the purposes of this performance measure.

This amount is calculated automatically in the FIR using the following method:

Since Schedule 40 does not record information on revenue fund expenditures for water treatment separately from distribution, additional steps are required.

Schedule 42, line 6610, column 2, reports revenue fund expenditures for treatment as a percentage of total expenditures for the waterworks system contained in Schedule 40, line 0830, column 11.

To approximate revenue fund expenditures for object categories, the percentage from Schedule 42, line 6610, column 2, is multiplied by each relevant object category of expenditure for the waterworks system (line 0830) of Schedule 40. These amounts are automatically calculated and carried forward to Schedule 91.

Definition

Operating costs for water treatment refer to net revenue fund expenditures as defined for this activity in the FIR.

The definition used in Schedule 42 of the FIR for waterworks treatment (water treatment) applies:

Treatment is defined as all activities from supply source(s) to completion of treatment (the point where the water leaves the treatment plant).

Denominator: Total litres of water treated ÷ 1,000,000

Calculation

Municipalities will enter total litres of water treated in the FIR. This amount will be automatically divided by one million to arrive at millions of litres.

Definition

Total litres treated refers to the total litres of water treated from supply source(s) to completion of treatment (the point where the water leaves the treatment plant).

Source: Ministry of Municipal Affairs & Housing's (MMAH) Municipal Services Performance Measures Project (MSPM) and Ministry of the Environment (MOE)

14. Measure: Operating costs for water distribution per kilometre of distribution pipe

Desired Outcome: Efficiency of municipal water-distribution services

Calculation

$$\frac{\text{Operating costs for water distribution}}{\text{Total kilometres of water distribution pipe}}$$

Numerator: Operating costs for water distribution

Calculation

Municipalities currently submit data through the FIR regarding their waterworks system, which the FIR uses to automatically calculate net revenue fund expenditures for water distribution.

This information will be automatically carried forward by the FIR for the purposes of this performance measure.

This amount is calculated automatically using the following method:

Since Schedule 40 does not record information on revenue fund expenditures for water distribution separately from treatment, additional steps are required.

Schedule 42, line 6620, column 2, reports revenue fund expenditures for distribution as a percentage of total waterworks system expenditures contained in Schedule 40, line 0830, column 11.

To approximate revenue fund expenditures for object categories, the percentage from Schedule 42, line 6620, column 2 is multiplied by each relevant object category of expenditure for the waterworks system contained in Schedule 40 on line 0830. These amounts are automatically calculated and carried forward to Schedule 91.

Definition

Operating costs for water distribution refer to net revenue fund expenditures as defined for this activity in the FIR.

The definition used in Schedule 42 of the FIR for waterworks distribution (water distribution) applies:

Distribution is defined as all activities from the point where water leaves the treatment plant and reaches private property lines.

Denominator: Total kilometres of distribution pipe

Definition

Total kilometres of water distribution pipe that the municipality is responsible for in delivering its water services.

Source: MSPM, MOE and The Regional Chief Administrative Officer's (CAO's) Benchmarking Study

15. Measure: Test results for municipal water treatment and distribution systems

Percentage of water test results that showed adverse water quality or exceeded maximum concentrations as prescribed.

Desired Outcome: Effectiveness - Water is safe and meets local needs

Calculation

$$\frac{\text{Number of water tests that showed adverse water quality or exceeded maximum concentrations as prescribed}}{\text{Total number of water test results}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Number of water test results that showed adverse water quality or exceeded maximum concentrations as prescribed

Calculation

The numerator consists of the number of water test results that showed adverse water quality plus the number of tests results that exceeded maximum concentrations.

Definition

A water test is an analysis conducted on a water sample taken from a municipally owned well, water treatment plant or distribution system.

Municipally owned is defined as all waterworks owned and/or operated by a municipality, including waterworks contracted out to the Ontario Clean Water Agency.

The words, "water test results showed adverse water quality or exceeded maximum concentrations as prescribed" refers to requirements prescribed in Ontario Regulation 459/00 "Drinking Water Protection" made under the *Ontario Water Resources Act*, as it may be amended from time to time.

For more information regarding the Ministry of Environment's regulations/manuals/publications, please consult the Ministry's website at: www.ene.gov.on.ca

Denominator: Total number of water test results

Definition

Municipalities enter the total number of water test results directly into the FIR.

Source: MSPM and MOE

***Additional comments on water test results:**

As part of Operation Clean Water, the Ontario government announced a new regulation that applies to owners, operators and staff of large water treatment and distribution systems that require approval under the Ontario Water Resources Act, including municipal waterworks and other large systems. The regulation will require owners and operators of water treatment and distribution systems to test water quality and report these results to consumers.

The new regulation requires mandatory testing, analysis by accredited labs, formalized reporting and publicly accessible information. It includes a process to review and consolidate all certificates of approval issued to a municipal water treatment facility to reflect the province's new standards.

Under the new regulation, all municipal waterworks must have a professional engineer prepare a report on the facility's operations, following a terms of reference prepared by the Ministry of the Environment. Once these reports are received, the ministry will review them, then prepare a new consolidated certificate of approval that reflects the new requirements and standards. These reports will identify necessary upgrades, if any, to the waterworks.

All owners/operators of a waterworks system subject to the regulation must:

- inform the public if they have not tested their drinking water to the standard of the regulation;
- inform the public if test results do not meet the standards in the regulation and corrective action has not been taken;
- publish quarterly reports and make them available to the public; and
- allow the public access to the water quality information.

The regulation does not require that the information be given to every user, only that it be made available.

For the purposes of the MPMP, municipalities will not be additionally required to file quarterly reports on their testing results with MMAH. For reporting purposes for the MPMP, municipalities will only be required to input data in the FIR for the period of the year that they have the data available, and then report to taxpayers by June 30th on those results, together with the results of their other performance measures. Since the regulation was enacted late in 2000, the results for the first year of the MPMP will be incomplete (e.g. will constitute results for part of the calendar year only). However, for subsequent years, municipalities will be able to roll-up the results of their quarterly reports and provide a summary of the percentage of pass and fail results for the various areas of sampling and analysis for the year.

16. Measure: Number of days when a boil-water advisory issued by the Medical Officer of Health, applicable to a municipal water supply, was in effect

Desired Outcome: Effectiveness - Water is safe and meets local needs

Definition

In the FIR (Schedule 92, column 7), municipalities should report the number of days when a boil-water advisory, issued by the Medical Officer of Health, was in effect for part or all of the municipal water supply.

Boil water advisories may be isolated or community-wide. A municipality may want to qualify their results accordingly in Schedule 93 of the FIR, "Performance Measurement: Notes."

Source: MMAH, MOE, and Ministry of Health (MOH)

17. Measure: Number of breaks in water mains per kilometre of water main pipe

Desired Outcome: Effectiveness - Minimize treated water loss

Calculation

$$\frac{\text{Number of breaks in water mains in a year}}{\text{Total kilometres of water main pipe}}$$

Numerator: Number of breaks in water mains in a year
Definition
Record the number of breaks/leaks in municipal water mains which require digging to repair directly into the FIR.

A water main means any system of pipes and appurtenances used for the transmission or distribution of potable water, but does not include plumbing to which the *Building Code Act, 1992* applies or a pumping facility.

Denominator: Total kilometres of water main pipe
Definition
Municipalities enter total kilometres of water main pipe that the municipality is responsible for in delivering water services, directly into the FIR.

Source: MSPM, MOE and CAO's Study

18. Measure: Percentage of water produced that is not billed

Desired Outcome: Effectiveness - Minimize water loss

Calculation

$$\frac{\text{Total litres of water billed}}{\text{Total litres of water produced}}$$

*A municipality enters total litres of water billed in the numerator and total litres of water produced in the denominator. The FIR automatically subtracts the amount from 1.0 and the difference is automatically converted to a percentage. The result is the percentage of water produced which is not billed, an estimate of water leakage.

Numerator: Total litres of water billed
Definition
Report total litres of water billed to all ratepayers annually.

Denominator: Total litres of water produced
Definition
Report total litres of water produced annually.

Water produced refers to the total volume of water which is municipally pumped or otherwise extracted from a natural water source.

*Note: This performance measure does not distinguish between metered and flat rate water service, however the FIR contains three questions for municipalities related to this measure in Schedule 94 of the FIR, "Performance Measurement: Questions:"

1. Does your municipality have a metered billing system for water?
2. Does your municipality have a flat rate billing system for water?
3. Does your municipality have a combination metered/flat rate billing system for water?

A municipality may wish to note their unique billing system in Schedule 93 of the FIR, "Performance Measurement: Notes."

Source: MSPM, MOE and CAO's Study

D. Transportation

19. Measure: Operating costs for paved (hard top) roads per lane kilometre

Desired Outcome: Efficiency of municipal paved (hard top) road maintenance services

Calculation

$$\frac{\text{Operating costs for paved (hard top) roads}}{\text{Total paved lane kilometres}}$$

Numerator: Operating costs for paved (hard top) roads
Calculation
This information is not collected elsewhere in the FIR. It is necessary to determine all revenue fund expenditures associated with paved roads which correspond to the object categories used in the numerator (operating costs): salaries, wage and employee benefits; materials; contracted services; and rents and financial expenses.

It is then necessary to determine revenue fund revenues associated with paved roads. Municipalities will enter this amount into the FIR (Schedule 91, column 7). This amount will then be automatically subtracted from revenue fund expenditures to arrive at net revenue fund expenditures.

Definition
Paved (hard top) roads are defined as roads with an asphalt surface, concrete surface, composite pavement, portland cement or surface treatment.

Maintenance includes frost heave/base/utility cut repair, cold mix patching, hot mix patching, shoulder maintenance, surface maintenance, surface sweeping, and surface flushing.

Surface maintenance activities include crack sealing, spray patching, and slurry seal.

Denominator: Total paved lane kilometres
Definition
Municipalities enter total paved (or hard top) lane kilometres for those road lanes owned and maintained or maintained by the municipality, directly into the FIR.

Source: OGRA and Ministry of Municipal Affairs & Housing's (MMAH) Municipal Services Performance Measures Project (MSPM)

20. Measure: Percentage of paved lane kilometres rated adequate

Desired Outcome: Effectiveness - Safe and secure roads

Calculation

$$\frac{\text{Number of paved lane kilometres rated adequate}}{\text{Total number of paved lane kilometres tested}}$$

Numerator: Number of paved lane kilometres rated adequate
Definition
Adequacy of roads is determined using a Pavement Condition Index (PCI) or the Ministry of Transportation's Roads Inventory Management System (RIMS) or other similar rating system used by the municipality.

The Ontario Good Roads Association (OGRA) has a PCI method that includes a decision matrix for determining which roads are rated as adequate and roads requiring repair. For information, please contact the Association (www.ogra.org).

Please indicate the rating system used by your municipality in Schedule 93 of the FIR, "Performance Measurement: Notes."

An adequate road is a road whose surface distress is minimal where no maintenance or rehabilitation action is required.

Paved (hard top) roads are defined as roads with an asphalt surface, concrete surface, composite pavement, portland cement or surface treatment.

A lane kilometre is a continuous lane of road which conveys traffic in one direction. Continuous two-way median turn lanes and assumed access lanes may be counted as a single lane.

Parking, storage, ramp and turning lanes should not be counted.

Total lane kilometres is determined by multiplying the number of lane kilometres by the number of lanes, for each road. (For a more detailed discussion of lane kilometres, please see the efficiency measure, "operating costs for paved roads per lane kilometre," #19).

Denominator: Total number of paved lane kilometres tested
Definition
Municipalities enter total paved lane kilometres that are owned and maintained, or maintained, by the municipality and that were tested, directly into the FIR.

Source: OGRA and CAO's Study

21. Measure: Operating costs for unpaved (loose top) roads per lane kilometre

Desired Outcome: Efficiency of municipal unpaved road maintenance services

Calculation

$$\frac{\text{Operating costs for unpaved roads}}{\text{Total unpaved lane kilometres}}$$

Numerator: Operating costs for unpaved roads
Calculation
This information is not collected elsewhere in the FIR. It is necessary to determine all revenue fund expenditures associated with unpaved roads which correspond to the object categories used in the numerator (operating costs): salaries, wage and employee benefits; materials; contracted services; and rents and financial expenses.

It is then necessary to determine revenue fund revenues associated with paved roads. Municipalities will enter this amount into the FIR (Schedule 91, column 7). This amount is then automatically subtracted from revenue fund expenditures to arrive at net revenue fund expenditures.

Definition
Unpaved (loose top) roads are defined as roads with a gravel, stone or other loose travelling surface.

Maintenance includes dust suppression, loose top grading, loose top gravelling, spot base repair and wash-out repair.

Denominator: Total unpaved lane kilometres
Definition
Municipalities enter total unpaved (loose top) lane kilometres for those road lanes owned and maintained or maintained by the municipality, directly into the FIR .

Source: OGRA and MSPM

22. Measure: Operating costs for winter control maintenance of roadways per lane kilometre

Desired Outcome: Efficiency of municipal winter road maintenance services

Calculation

$$\frac{\text{Operating costs for winter control}}{\text{Total lane kilometres}}$$

Numerator: Operating costs for winter control
Calculation
Municipalities currently submit data through the FIR regarding winter control (Schedule 40, line 0620), which the FIR uses to automatically calculate net revenue fund expenditures for winter control (revenue fund revenues in Schedule 12 are automatically subtracted from revenue fund expenditures in Schedule 40). This information will be automatically carried forward by the FIR for the purposes of this performance measure.

Definition
Operating costs for winter control refer to net revenue fund expenditures as defined for this activity in the FIR.

The FIR functional definition for revenue fund expenditures for winter control is used.
Winter control:
Administration, if applicable
Ice blading
Plowing (including spot plowing and combination plowing/ salting/ sanding)
Salting and spot salting
Sanding and spot sanding
Snowfencing
Snow removal
Spring clean-up
Winging back snow
Winter drainage
Winter patrol
Winter standby
OTHER winter control expenditures

Denominator: Total lane kilometres

Calculation

Total lane kilometres is determined by multiplying the number of lane kilometres by the number of lanes, for each road.

Example: Municipality A has 140 kilometres of roads. All roads have two lanes. Therefore, total lane kilometres equals 280.

Example: Municipality B has 200 kilometres of roads. Only 30 kilometres have four lanes. Total lane kilometres equals 170 times 2, plus 30 times 4, or 460 total lane kilometres.

In determining the number of lane kilometres, exclude private roads, such as those maintained by the municipality on a fee for service basis.

Definition

A lane kilometre is a continuous lane of road which conveys traffic in one direction, that the municipality is responsible for owning and maintaining or maintaining (e.g. in a lower tier or separated municipality, upper tier, regional or provincial road lanes running through the municipality would not be counted). Continuous two-way median turn lanes and assumed access lanes may be counted as a single lane.

Parking, storage, ramp and turning lanes should not be counted.

*Note: The FIR contains questions for municipalities related to roadways in Schedule 94 of the FIR, "Performance Measurement: Questions:"

1. Is the number of lane kilometres maintained in winter the same as the number of lane kilometres in the municipal road system?

Some rural and northern municipalities do not provide winter control maintenance to all roads and this may affect the results for this efficiency measure for winter control.

If the number of lane kilometres receiving winter control maintenance is less than the number of lane kilometres in the municipal road system, municipalities should respond to the following questions in the FIR:

If no, (to question #1 above)

2. Enter the number of lane kilometres in the municipal road system
3. Enter the number of lane kilometres maintained in winter
4. Enter the number of lane kilometres maintained during rest of year

Source: Ontario Good Roads Association (OGRA) and The Regional Chief Administrative Officer's (CAO's) Benchmarking Study

23. Measure: Percentage of winter event responses that meet or exceed municipal road maintenance standards

Desired Outcome: Effectiveness - Safe and secure roads

Calculation

$$\frac{\text{Number of winter event responses that met or exceeded municipal road maintenance standards}}{\text{Total number of winter event responses}}$$

Numerator: Number of winter event responses that met or exceeded municipal road maintenance standards

Definition

A winter event response is a series of winter control activities performed in response to a winter event. A winter event is a weather condition affecting roads such as snow fall, wind blown snow, sleet, freezing rain, frost, black ice, etc.

Report only those winter event responses which met or exceeded winter control maintenance standards set by the municipality. Since a single response may consist of several winter control activities, each activity must meet the service standard set by the municipality.

Standards may relate to accumulation, end result (bare pavement, track bare, centre bare, snow covered, snow packed) and time limits to achieve end results after a storm.

If desired, information about winter control service standards set by the municipality may be entered in Schedule 93 of the FIR, "Performance Measurement: Notes."

Denominator: Total number of winter event responses

Definition

Municipalities enter the total number of winter event responses directly into the FIR.

Source: OGRA

24. Measure: Number of conventional transit passenger trips per person in the service area

Desired Outcome: Effectiveness - Maximum utilization of transit services

Calculation

$$\frac{\text{Number of conventional passenger transit trips in the service area in a year}}{\text{Population of service area}}$$

Numerator: Number of conventional passenger transit trips in the service area in a year

Definition

Conventional transit is defined as all regular public transport services, as opposed to specialized transit services for persons with disabilities who are unable to access regular public transport services.

Regular service trips are defined as all passenger trips where the fare system is applicable including regular fare, reduced fare, free trips, passes and tickets.

Denominator: Population of service area

Definition

The population of the service area is defined as the population residing within the built-up area which receives regular transit service. Frequently, local service standards define the population of the service area as the population within 400 metres of service routes.

Source: CUTA

25. Measure: Operating costs for conventional transit per regular service passenger trip

Desired Outcome: Efficiency of municipal conventional transit services

Calculation

$$\frac{\text{Operating costs for conventional transit}}{\text{Total regular service passenger trips}}$$

Numerator: Operating costs for conventional transit
Calculation
This amount is calculated automatically through the FIR using the following method:

Since Schedule 40 of the FIR does not record information on revenue fund expenditures for conventional transit separately from total transit costs, additional steps are required.

Schedule 42, line 6110, column 2, reports revenue fund expenditures for conventional transit as a percentage of total transit expenditures contained in Schedule 40, line 0630, column 11.

To approximate revenue fund expenditures for object categories, the percentage from Schedule 42, line 6110, column 2, is multiplied by each relevant object category of expenditure for transit contained in line 0630 of Schedule 40. These amounts are automatically calculated and carried forward to Schedule 91.

***The municipality must then determine the amount of revenue fund revenues associated with conventional transit and enter this amount into column 7 of Schedule 91 of the FIR. This amount is automatically subtracted from revenue fund expenditures to arrive at net revenue fund expenditures.**

Definition
Operating costs for conventional transit refer to net revenue fund expenditures as defined for this activity in the FIR.

The definition used in Schedule 42 of the FIR for conventional transit applies:
Conventional transit is defined as all regular public transport services, as opposed to specialized transit services for persons with disabilities who are unable to access regular public transport services.

Conventional transit expenditures include the following expenditures, net of recoveries and rebates:

Administration and general
- advertising and promotion
- offices and departments (general manager's office, finance, human resources, marketing, planning, etc.)
- liability expenses (other than fleet insurance premiums)
- office supplies
- telephone

Charters - local

Contracted services to school boards

Fuel for vehicles (diesel, electric power, gasoline, propane, natural gas)

Maintenance - Vehicle (materials, parts, purchased services, supplies, utilities)

Maintenance - Plant (materials, municipal fees and property taxes, parts, purchased services, shelter maintenance, supplies, utilities)

Salaries, wages and benefits

Transportation operations
- insurance premiums for fleet
- purchased services (from private contract operators or other municipalities)
- uniforms
- vehicle licenses and registration

NOTE: Includes cross-boundary service to adjacent municipalities. Does not include expenses associated with providing inter-city charters, rental and lease charges, debt service charges and depreciation.

Denominator: Total regular service passenger trips

Definition

Regular service trips are defined as all passenger trips where the fare system is applicable including regular fare, reduced fare, free trips, passes and tickets.

Source: Canadian Urban Transit Association (CUTA)

E. Fire

26. Measure: Operating costs for fire services per $1,000 of assessment

Desired Outcome: Efficiency of municipal fire services

Calculation

$$\frac{\text{Operating costs for fire services}}{\text{Total assessment / 1000}}$$

Numerator: Operating costs for fire services
Calculation
Municipalities currently submit data through the FIR regarding fire services (Schedule 40, line 0410), which the FIR uses to automatically calculate net revenue fund expenditures for fire services (revenue fund revenues in Schedule 12 are automatically subtracted from revenue fund expenditures in Schedule 40). This information will be automatically carried forward by the FIR for the purposes of this performance measure to the performance measure efficiency schedule.

Definition
Operating costs for fire services refer to net revenue fund expenditures as defined for this activity in the FIR.

Operating costs include all emergencies responded to by the fire department.

The FIR functional definition for revenue fund expenditures for fire services is used.
Fire:
Administration
Alarm system
Auxiliary services
Equipment
Fire-fighting force (regular and volunteer)
Fire halls
Fire prevention and inspection
Hydrant rental
OTHER fire protection expenditures

Denominator: Total assessment / 1000
Calculation
This data is automatically carried forward and divided by 1000.

Definition
Total assessment consists of raw assessment for all property classes and consists of assessment on taxable, payments-in-lieu of taxation (PIL) and exempt properties.

Exempt properties are properties which are exempt from taxation which are not subject to payments-in-lieu of taxation. Examples include churches and charitable institutions listed in section 3 of the Assessment Act.

*Note: The FIR contains four questions for municipalities related to fire services in Schedule 94 of the FIR, "Performance Measurement: Questions:"

1. Do you have volunteer fire fighters?
2. A salaried fire fighting force?
3. A combination of salaried and volunteer fire fighters?

These questions are asked to help municipalities and residents in identifying factors that may affect revenue fund expenditures and performance measurement results.

4. Do you have property with significant assessed value that has its own fire fighting force? If yes, please describe.

Some properties, such as federal airports, have their own fire fighting capability and do not make use of the fire fighting resources of the municipality. If this is the case, the efficiency measure, operating costs for fire fighting services per $1,000 of assessment, may be artificially low since the assessment associated with these properties may be considerable and is included in the figure for total assessment used in the denominator.

Source: Ministry of Municipal Affairs & Housing's (MMAH) Municipal Services Performance Measures Project (MSPM), Ministry of the Solicitor General and Office of the Fire Marshall

27. Measure: Total dollar losses due to structural fires, averaged over a three year period, per $1,000 of assessment

Desired Outcome: Effectiveness - Minimize loss of property due to fires

Calculation

$$\frac{\text{Total dollar losses due to structural fires averaged over three years}}{\text{Total assessment / 1,000}}$$

Numerator: Total dollar losses due to structural fires averaged over three years
Calculation
Municipalities determine the average dollar loss due to structural fires for the reporting year and the two previous years and input the amount into the FIR.

Note that fire losses are averaged over three years to even out the impact of one-time (in-year) anomalies.

Definition
A structural fire is an instance of destructive and uncontrolled burning of a building or other structure or its contents, that may or may not be due to an explosion. Examples of other structures include a transmission tower, lighthouse, shed, kiosk and gazebo.

A structural fire does not include:

- An explosion that does not result in fire.
- A vehicle fire or explosion, unless the vehicle is located inside a structure (in which case it is considered part of the structure's contents).
- An open area fire or explosion, as might occur with forest, hedge or brush.
- An incident other than a fire that results in a fire department emergency response, such as an overpressure rupture, false fire call, rescue, public hazard or medical call.

The definition of total dollar losses is taken from the Ontario Fire Marshall's Occurrence Reporting Manual, which is used by municipal fire departments as a guide in completing Standard Incident Reports.

Estimated dollar loss is defined as the cost of actual damage to property and property contents. This amount includes direct losses resulting from fire, explosion, smoke, water or other destruction associated with firefighting operations. Not to be included in this total are revenue losses or costs involved due to business interruption, loss of good will, loss of sale, production down time, vacancies or environmental contamination cleanup. In accordance with Canadian insurance practices, damages and/or destruction of buildings, installed equipment and contents shall be estimated reported at actual replacement value. For buildings under demolition or other property of little value, the dollar loss is the salvage value of the property lost in the fire.

Denominator: Total assessment / 1,000
Calculation

This amount is automatically carried forward from the denominator in the fire services measure for efficiency, "operating costs for fire services per $1,000 of assessment," measure #26.
Total assessment is automatically divided by $1,000.

Definition
Total assessment is defined as raw assessment for all property classes and consists of assessment on taxable, payments-in-lieu of taxation (PIL) and exempt properties.

Exempt properties are properties which are exempt from taxation which are not subject to payments-in-lieu of taxation. Examples include churches and charitable institutions listed in section 3 of the Assessment Act.

Source: Ministry of the Solicitor General and Office of the Fire Marshall.
Note: It is practice for the fire departments to keep records on this information.

F. Police

28. Measure: Operating costs for police services per $1,000 of assessment

Desired Outcome: Efficiency of municipal police services

Calculation

$$\frac{\text{Operating costs for police services}}{\text{Total assessment / 1000}}$$

Numerator: Operating costs for police services

Calculation

Municipalities currently submit data through the FIR regarding police services (Schedule 40, line 0420), which the FIR uses to automatically calculate net revenue fund expenditures for police services (revenue fund revenues in Schedule 12 are automatically subtracted from revenue fund expenditures in Schedule 40). This information will be automatically carried forward by the FIR for the purposes of this performance measure for the performance measure efficiency schedule.

Definition

Operating costs for police services refer to net revenue fund expenditures as defined for this activity in the FIR.

The FIR functional definition for revenue fund expenditures is used.

Police:
Administration
Board of police commissioners
Conveyance of prisoners
Equipment
Garages
Lock-ups
Offices
Payments for OPP services
Police animals
Police communication systems
Police force
OTHER police protection expenditures

Denominator: Total assessment / 1000

Calculation

This amount is automatically carried forward from the denominator in the fire services measure for efficiency, "operating costs for fire services per $1,000 of assessment," measure #26.

Total assessment is automatically divided by $1,000.

Definition

Total assessment is defined as raw assessment for all property classes and consists of assessment on taxable, payments-in-lieu of taxation (PIL) and exempt properties.

Exempt properties are properties which are exempt from taxation which are not subject to payments-in-lieu of taxation. Examples include churches and charitable institutions listed in section 3 of the Assessment Act.

*Note: The FIR contains three questions for municipalities related to police services in Schedule 94 of the FIR, "Performance Measurement: Questions:"

1. Are police services provided by your own police department?
2. By another municipality?
3. By the Ontario Provincial Police?

This information may assist municipalities and residents in identifying factors that may affect performance measurement results.

Source: Ministry of Municipal Affairs & Housing's (MMAH) Municipal Services Performance Measures Project (MSPM) and Ministry of the Solicitor General

29. Measure: Percentage of cases cleared, for the following Statistics Canada categories: violent crime; property crime; other Criminal Code (excluding traffic); Criminal Code traffic; drugs; crimes under other federal statutes

**Please note that although municipalities are required to submit data through the FIR for each individual Statistics Canada crime category (see below #29 A through F), for MPMP reporting purposes, municipalities are only required to report to taxpayers on the aggregate measure (see below #29 G), "Percentage of total cases cleared: All crime categories."*

Crime categories are based on crime categories used by Statistics Canada in conducting the Uniform Crime Reporting (UCR) survey. This data can be obtained from Police Services Boards, or the Ontario Provincial Police who report information to Statistics Canada using the standardized UCR survey. Please see the Statistics Canada publication, *Canadian Crime Statistics* (Catalogue number 85-205) for a discussion of actual incidents, incidents cleared, aggregate reporting, most serious offence and crime categories.

Cases cleared are defined as actual incidents cleared. Unfounded incidents are not included in the count of incidents. An incident is a set of connected events which usually constitute an occurrence report.

Incidents can be cleared in two ways. Incidents are "cleared by charge" when one or more persons are formally charged in connection with an incident.

Or, secondly, an incident can be "cleared otherwise" when formal charges are not laid even though a suspect has been identified and there is sufficient evidence to lay formal charges. Examples of cases "cleared otherwise" include cases subject to diplomatic immunity, cases where the alleged offender dies before being formally charged and cases where the complainant declines to proceed with charges against the accused.

Incidents should be counted on an aggregate incident basis, the method used to count incidents in Statistics Canada's Aggregate UCR survey. According to this method, incidents are classified according to the most serious offence in the incident as determined by the maximum sentence under the Criminal Code.

Note: Violent crime, other than robbery, is defined differently from non-violent crimes. For violent crime, a separate incident is recorded for each victim. The number of incidents is therefore equal to the number of victims. However, for robbery, one incident is counted as one occurrence. For non-violent crimes, each occurrence is classified according to the most serious offence and the number of incidents equals the number of occurrences.

According to *Canadian Crime Statistics*, it is possible for the number of incidents cleared to be greater than total actual incidents in any one year since a criminal incident may be solved months or years after it was reported to police. Although total incidents are not necessarily linked to the incidents cleared, the clearance rate provides a good indication of the proportion of incidents that are cleared by charge or cleared otherwise.

29. (A) Measure: Percentage of cases cleared: Violent crime

Desired Outcome: Effectiveness - Safe communities

Calculation

$$\frac{\text{Number of incidents cleared: Violent crime}}{\text{Total actual incidents: Violent crime}}$$

Numerator: Number of incidents cleared: Violent crime
Definition
Number of actual incidents of violent crime "cleared by charge" or "cleared by other".

Violent crime is defined using the Statistics Canada definition of a violent incident. A violent incident is an offence which involves the use or threat of force against a person. This includes homicide, attempted murder, manslaughter, abduction, assault (including sexual assault), firearms, other offensive weapons, and robbery.

Denominator: Total actual incidents: Violent crime
Definition
Total number of actual incidents of violent crime.

Source: MSPM and Ministry of the Solicitor General

29. (B) Measure: Percentage of cases cleared: Property crime

Desired Outcome: Effectiveness - Safe communities

Calculation

$$\frac{\text{Number of incidents cleared: Property crime}}{\text{Total actual incidents: Property crime}}$$

Numerator: Number of incidents cleared: Property crime
Definition
Number of actual incidents of property crime "cleared by charge" or "cleared by other".

Property crime is defined using the Statistics Canada definition of a property incident. A property incident involves unlawful acts with the intent of gaining property which do not involve the use or threat of violence against an individual. Examples of property crimes include breaking and entering, fraud (including cheques and credit cards), theft (motor vehicles and bicycles, shoplifting, other theft) and possession of stolen goods.

Denominator: Total actual incidents: Property crime
Definition
Total number of actual incidents of property crime.

Source: MSPM and Ministry of the Solicitor General

29. (C) Measure: Percentage of cases cleared: Other Criminal Code (excluding traffic)

Desired Outcome: Effectiveness - Safe communities

Calculation

$$\frac{\text{Number of incidents cleared: Other Criminal Code (excluding traffic)}}{\text{Total actual incidents: Other Criminal Code (excluding traffic)}}$$

Numerator: Number of incidents cleared: Other Criminal Code (excluding traffic)
Definition
Number of actual incidents of other Criminal Code crime (excluding traffic) which are "cleared by charge" or "cleared by other".

The Statistics Canada definition of other Criminal Code incidents (excluding traffic) is used. Other Criminal Code incidents (excluding traffic incidents) refer to Criminal Code offences which are not included in the other crime categories. Examples include arson, bail violations, counterfeiting, disturbing the peace, firearm usage, gaming and betting, kidnapping, mischief, other weapons offences, prostitution and public morals.

Note that drug incidents are reported as a separate category since they are federal offenses which are not part of the Criminal Code.

Denominator: Total actual incidents: Other Criminal Code (excluding traffic)
Definition
Total number of actual incidents of other Criminal Code crimes (excluding traffic incidents).

Source: MSPM and Ministry of the Solicitor General

29. (D) Measure: Percentage of cases cleared: Criminal Code traffic

Desired Outcome: Effectiveness - Safe communities

Calculation

$$\frac{\text{Number of incidents cleared: Criminal Code traffic}}{\text{Total actual incidents: Criminal Code traffic}}$$

Numerator: Number of incidents cleared: Criminal Code traffic
Definition
Number of actual incidents classified as Criminal Code traffic which are "cleared by charge" or "cleared by other".

Criminal Code traffic incidents include traffic incidents which result in death or bodily harm.

Denominator: Total actual incidents: Criminal Code traffic
Definition
Total number of actual incidents classified as Criminal Code traffic.

Source: MSPM and Ministry of the Solicitor General

29. (E) Measure: Percentage of cases cleared: Drugs

Desired Outcome: Effectiveness - Safe communities

Calculation

$$\frac{\text{Number of incidents cleared: Drugs}}{\text{Total actual incidents: Drugs}}$$

Numerator: Number of incidents cleared: Drugs
Definition
Number of actual drug incidents "cleared by charge" or "cleared by other".

Drug crimes are defined using Statistics Canada incident categories and include possession, trafficking, importation of heroin, cocaine, cannabis, other drugs, controlled drugs and restricted drugs and cultivation of cannabis.

Denominator: Total actual incidents: Drugs
Definition
Total number of actual drug crime incidents.

Source: MSPM and Ministry of the Solicitor General

29. (F) Measure: Percentage of cases cleared: Other federal statutes crime

Desired Outcome: Effectiveness - Safe communities

Calculation

$$\frac{\text{Number of incidents cleared: Other federal statutes crime}}{\text{Total actual incidents: Other federal statutes crime}}$$

Numerator: Number of incidents cleared: Other federal statutes crime
Definition
Number of actual incidents of other federal statutes crimes "cleared by charge" or "cleared by other".

The Statistics Canada definition of other federal statutes crimes is used. Other federal statutes crime refers to crimes under the Bankruptcy Act, Canada Shipping Act, Excise Act, Firearm Act, Immigration Act, and other federal statutes.

Denominator: Total actual incidents: Other federal statutes crime
Definition
Total number of actual incidents of other federal statutes crimes.

Source: MSPM and Ministry of the Solicitor General

***For reporting purposes, municipalities will only be required to report out to taxpayers on the aggregate measure described below. This is an aggregate measure of the individual Statistics Canada crime categories listed in #29 A through F previously.**

29. (G) Measure: Percentage of total cases cleared: All crime categories

Desired Outcome: Effectiveness - Safe communities

Calculation

$$\frac{\text{Number of actual incidents cleared: All crime categories}}{\text{Total actual incidents: All crime categories}}$$

The numerator and denominator are calculated automatically through the FIR.

Numerator: Number of actual incidents cleared: All crime categories
Definition
The summation of all actual incidents cleared for all crime categories listed (in #29 A through F previously): violent crime, property crime, other criminal code (excluding traffic), criminal code traffic, drugs, and crimes under other federal statutes.

Denominator: Total actual incidents: All crime categories
Definition
The summation of actual incidents for all crime categories reported (in #29 A through F): violent crime, property crime, other criminal code (excluding traffic), criminal code traffic, drugs, and crimes under other federal statutes.

Note: This data is available from the Police Services Board, or the Ontario Provincial Police who report this information using the standardized Statistics Canada Uniform Crime Reporting (UCR) survey.

Source: MSPM and Ministry of the Solicitor General

G. Land Use Planning

30. Measure: Number and percentage of new lots approved which are located within boundaries of settlement areas in the municipality

Desired Outcome: Effectiveness - New lot creation is occurring in settlement areas

Calculation

$$\frac{\text{Number of new lots approved which are located in settlement areas}}{\text{Number of new lots approved}}$$

Numerator: Number of new lots approved which are located in settlement areas
Definition
New lots approved means lots given draft approval or provisional consent within the year which are intended for industrial, commercial, institutional or residential use and will involve the construction of new buildings or structures.

New lots do not include parcels which are intended for uses such as lot additions, road widenings or other types of uses which do not involve the construction of new buildings or structures.

Settlement area means areas within cities, towns, villages or hamlets which have been designated for development in an approved municipal official plan.

If no official plan exists in a municipality, settlement area means areas within cities, towns, villages or hamlets where development is concentrated. It includes existing development, as well as vacant registered and draft approved lots, and immediately surrounding lands, within cities, towns, villages or hamlets.

In areas where there is a Planning Board which deals with several municipalities, the information will need to be obtained from the Planning Board to reflect new lot approvals within each local municipal boundary.

Denominator: Number of new lots approved
Definition
The total number of new lots which were approved in the municipality.

Source: Ministry of Municipal Affairs and Housing (MMAH)

31. Measure: Percentage of agriculturally designated land preserved during the year

Desired Outcome: Effectiveness - Preservation of agricultural land

Calculation

$$\frac{\text{Hectares of designated agricultural land in an Official Plan as of December 31st}}{\text{Hectares of designated agricultural land in an Official Plan as of January 1st}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Hectares of designated agricultural land in an Official Plan as of December 31st

Definition

Municipalities should enter into the FIR the number of hectares of designated agricultural land in an Official Plan as of December 31st of the reporting year.

Where there is no Official Plan, a municipality does not input data or report a result for this measure.

In areas where there is a Planning Board which deals with several municipalities, the information will need to be obtained from the Planning Board as it pertains to lands within each local municipal boundary.

Denominator: Hectares of designated agricultural land in an Official Plan as of January 1st

Definition

Municipalities should enter into the FIR the number of hectares of designated agricultural land in an Official Plan as of January 1st of the reporting year.

Calculation

One way to calculate the number of hectares of designated agricultural land at the beginning of the year, is to measure the hectares from the Official Plan schedules as they applied on January 1st, 2000. Alternatively, if a municipality did not keep a past record of the amount of designated agricultural land each year, the sum of the amount of agricultural land re-designated to another use for each year an Official Plan was in effect up to 1999, and then subtracted from the original area designated as agricultural land, would give the amount of agricultural land designated as of January 1, 2000.

Source: MMAH

H. General Government

32. Measure: Operating costs for members of council per capita and as a percentage of total municipal operating costs

32. (A) Operating costs for members of Council per capita

Desired Outcome: Efficiency of municipal council

Calculation

$$\frac{\text{Operating costs for members of Council}}{\text{Population}}$$

Numerator: Operating costs for members of Council
Calculation
Municipalities currently submit data through the FIR regarding members of council (Schedule 40, line 0210), which the FIR uses to automatically calculate net revenue fund expenditures for members of council. This information will be automatically carried forward by the FIR for the purposes of this performance measure to the performance measure efficiency schedule.

Definition
Operating costs for members of council refer to net revenue fund expenditures as defined for this activity in the FIR.

The FIR functional definition for revenue fund expenditures is used.
Members of Council:
Benefits for members of Council and employees
Honoraria
Salaries for members of Council
Salaries for personnel that provide administrative support exclusively to Council members
Travel
Ward offices

Denominator: Population
Calculation
Municipalities currently submit this data through the FIR. Therefore the figure for population is automatically carried forward for this measure to the performance measure efficiency schedule.

Definition
Population means census population for the municipality.

Source: Ministry of Municipal Affairs & Housing's (MMAH) Municipal Services Performance Measures Project (MSPM)

32. (B) Operating cost for members of Council as a percentage of total municipal operating costs

Desired Outcome: Efficiency of municipal council

Calculation

$$\frac{\text{Operating costs for members of Council}}{\text{Total municipal operating costs}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Operating costs for members of Council
Calculation
Municipalities currently submit data through the FIR regarding members of council, which the FIR uses to automatically calculate net revenue fund expenditures for members of council. This information will be automatically carried forward by the FIR from the previous measure for the purposes of this performance measure to the performance measure efficiency schedule.

It is assumed that no revenue fund revenues are received from other municipalities, and therefore this FIR column is blocked out.

Definition
Operating costs for members of council refer to net revenue fund expenditures as defined for this activity in the FIR.

The FIR functional definition for revenue fund expenditures is used.
Members of Council:
Benefits for members of Council and employees
Honoraria
Salaries for members of Council
Salaries for personnel that provide administrative support exclusively to Council members
Travel
Ward offices

Denominator: Total municipal operating costs
Calculation
Total municipal operating costs refers to total net revenue fund expenditures for the municipality as defined in the FIR. Municipalities currently submit this data through the FIR (Schedule 91, line 9910, column 8) and therefore this amount is automatically carried forward by the FIR for the purposes of this performance measure to the performance measure efficiency schedule.

Source: MSPM

33. Measure: Operating costs for municipal administration as a percentage of total municipal operating costs

Desired Outcome: Efficiency of administration supporting local service delivery

Calculation

$$\frac{\text{Operating costs for general government support } \textit{less} \text{ OPAC}}{\text{Total municipal operating costs}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Operating costs for general government support less amount billed by the Ontario Property Assessment Corporation (OPAC)

Calculation
General government administration is defined using the FIR functional definition for general government support (see definition below).

Municipalities currently submit data through the FIR regarding general government support (Schedule 40, line 0220), which the FIR uses to automatically calculate net revenue fund expenditures for general government support. This information will be automatically carried forward by the FIR for the purposes of this performance measure to the performance measure efficiency schedule.

Municipalities also currently submit data through the FIR regarding the cost of services billed by OPAC (Schedule 42, line 5210, column 1). This is automatically carried forward in the FIR for the purposes of this performance measure. The amount is then automatically subtracted from revenue fund expenditures to determine the numerator for this measure.

It is assumed that no revenue fund revenues are received from other municipalities, therefore this FIR column is blocked out.

Definition
The FIR functional definition for revenue fund expenditures for general government support is used to define general government administration:

General government support
Administration
Elections
Financial management: including accounting, administration, bank service charges, budget control, discounts and other costs of debenture issues, external audit, grants to organizations and individuals, internal audit, interest on temporary loans, interest charged by school boards and upper-tier municipalities, net foreign exchange losses, provisions for reserves and allowances which cannot be allocated to other functions.
Purchasing
Legal services

Personnel (including chief administrator, municipal clerk)
Public functions (including conventions, delegations, other public functions)
Studies, such as restructuring studies
Taxation: including administration, discounts allowed on taxes, payments to Ontario Property Assessment Corporation (OPAC), tax billing and collection costs, tax rebates or cancellation, taxes written off (where no allowance has been set up).

Denominator: Total municipal operating costs

Calculation

Total municipal operating costs refers to total net revenue fund expenditures for the municipality as defined in the FIR. This amount is automatically carried forward by the FIR from the previous measure, #32 - "Operating costs for members of council per capita and as a percentage of total municipal operating costs" - and added to the performance measure efficiency schedule.

Source: MSPM

I. Social Services

CMSMs and DSSABs

For the 2000 reporting year, two effectiveness measures are reported for social services, specifically related to the Ontario Works program (see below performance measure #34: Percentage of persons receiving Ontario Works assistance that participated in welfare-to-work activities, and measure #35: Percentage change in the number of people receiving Ontario Works).

As the responsible delivery agent, and as a municipality, each Consolidated Municipal Service Manager (CMSM) will collect and input the aggregate social services performance measurement data into the FIR, for their entire geographical area served. Other municipalities (non-CMSM) will not be required to input the data for the two social services measures into the FIR, however they will be required to report the results for the aggregate/entire CMSM service area, as part of their reporting on overall results for the MPMP to their taxpayers. Accordingly, CMSMs will be responsible for providing these results to all the municipalities they serve before June 30, 2001.

District Service Administration Boards (DSSABs) will collect and provide the performance measurement data for the two social services measures on an aggregate/service area basis, and provide that data to the Ministry of Community and Social Services' (MCSS) Regional Offices in early April, 2001. Individual municipalities represented by a DSSAB will not be required to submit data on the two social service measures as part of the FIR to the Ministry of Municipal Affairs and Housing. DSSABs will provide the data on a service area wide basis on behalf of all the municipalities being served.

For reporting results to taxpayers, DSSABs will be responsible for reporting the two social service measures' aggregate results for their service area to all taxpayers. It is up to each DSSAB to choose how they wish to report the results. For example, DSSABs could ask every municipality in their service area to include the aggregate results in their tax bills or other mailings and the DSABBs would then post the results in local papers for the benefit of residents in the unorganized areas; or, DSSABs could choose to only post the results in local papers of wide distribution for their entire service area.

It is expected that in future years, additional performance measures will be developed for services delivered by CMSMs and DSSABs.

Please note that the FIR includes three schedules specifically related to the two social services measures:

Schedule 83 - Performance Measurement: Information,
Consolidated Municipal Service Manager (CMSM)

Schedule 85 - Performance Measurement: Effectiveness,
Consolidated Municipal Service Manager (CMSM)

Schedule 86 - Performance Measurement: Notes (Optional),
Consolidated Municipal Service Manager (CMSM)

Municipalities and parts of municipalities served by the Consolidated Municipal Service Manager

In Schedule 83 of the FIR, "Performance Measurement Information, Consolidated Municipal
Service Manager (CMSM)," a list of municipalities served by each CMSM will automatically appear.

Aggregate Reporting

CMSMs report services on an aggregate basis. Therefore, units in the numerator and denominator of each performance measure will reflect services delivered to all municipalities in the service area.

34. Measure: Percentage of people receiving Ontario Works assistance who participated in welfare-to-work activities

Desired Outcome: Effectiveness - Recipients of Ontario Works return to work and achieve self-reliance

Calculation

$$\frac{\text{Number of people who participated in welfare-to-work activities}}{\text{Number of people with welfare-to-work participation requirements, excluding those with deferrals}}$$

*The above calculation will be multiplied by 100 to arrive at a percentage

Numerator: Number of people who participated in welfare-to-work activities

Definition
Welfare-to-work activities are employment assistance activities which include: job search, job search support services, referral to basic education and job specific skills training, community placement, employment placement, basic education or job specific skills training, supports to self-employment, substance abuse recovery program, and the Learning, Earning and Parenting program.

Calculation
CMSMs enter into the FIR the number of people receiving Ontario Works assistance with welfare-to-work participation requirements who participated in welfare-to-work activities. DSSABs provide this data to MCSS by early April, 2001.

Denominator: Number of people with welfare-to-work participation requirements, excluding those with deferrals
Definition
Municipalities enter into the FIR the number of people receiving Ontario Works Assistance with welfare-to-work participation requirements. Exclude people with deferrals to the participation requirement, e.g. sole support parents with a child for whom publicly funded education is not available .

Calculation
See above comments for the numerator calculation.

Source: Ministry of Community and Social Services

35. Measure: Percentage change in number of people receiving Ontario Works assistance

Desired Outcome: Effectiveness - Number of people receiving Ontario Works assistance is reduced

Calculation

Data entered:

Number of people receiving Ontario Works assistance at end of reporting year

Number of people receiving Ontario Works assistance at end of previous year

The FIR will automatically calculate the percentage change.

Definition

The measure is automatically calculated from the two data points provided. The percentage change is the difference in the number of people receiving Ontario Works assistance, expressed as a percentage of the number receiving assistance at the end of the previous year.

If there has been a decrease in the number of people receiving Ontario Works assistance, the percentage change will be negative. If there has been an increase, the percentage change will be positive.

Source: Ministry of Community and Social Services